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DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT—INDEPENDENT AGENCIES APPROPRIATIONS FOR 1987

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

SUBCOMMITTEE ON HUD—INDEPENDENT AGENCIES

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PART 5

FEDERAL EMERGENCY MANAGEMENT AGENCY

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DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT—INDEPENDENT AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1987

WEDNESDAY, APRIL 9, 1986.

FEDERAL EMERGENCY MANAGEMENT AGENCY

WITNESSES

JULIUS W. BECTON, JR., DIRECTOR

JEFFREY S. BRAGG, ADMINISTRATOR, FEDERAL INSURANCE ADMINISTRATION

BERNARD A. MAGUIRE, ASSOCIATE DIRECTOR FOR NATIONAL PREPAREDNESS PROGRAMS

DAVID McLOUGHLIN, DEPUTY ASSOCIATE DIRECTOR FOR STATE AND LOCAL PROGRAMS AND SUPPORT

JAMES P. McNEILL, ASSOCIATE DIRECTOR FOR TRAINING AND FIRE PROGRAMS

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JOHN B.K. LaBARRE, ACTING ASSOCIATE DIRECTOR FOR EMERGENCY OPERATIONS

BARBARA A. JACOBIK, BUDGET OFFICER

DENNIS KWIATKOWSKI, CHAIRMAN OF THE NATIONAL BOARD EMERGENCY FOOD & SHELTER PROGRAM

INTRODUCTION

Mr. TRAXLER. Chairman Boland has asked me to chair this morning's hearing, and along with Mr. Green, we will make an effort to do that. We want to say congratulations. You were confirmed on October 28, 1985 by the Senate, and you have been on board for several months?

Mr. BECTON. As of the 7th of November, I came on board, and I have completed five months and three days.

Mr. TRAXLER. Have you spent a lot of money in that time?

Mr. BECTON. We have had a lot of challenges since that time.

Mr. TRAXLER. You came on board about the time we had a disaster in my district. We appreciate your agency there.

Mr. BECTON. I appreciate that.

EMERGENCY FOOD AND SHELTER IN FY 1986

Mr. **Traxler**. Instead of beginning with the general statement, we are going to start with the Emergency Food and Shelter program and turn to the insurance programs and Disaster Relief. This afternoon we will hear your general statement, followed by a general question session. Following that, we will turn to the two operating accounts, Salaries and Expenses and Emergency Planning and Assistance. I expect we would anticipate your hearings terminating tomorrow morning at the latest.

The chairman will be here this afternoon.

We will move right into the Emergency Food and Shelter program. No funds are being requested for this program in fiscal year 1987. The Congress appropriated $70 million for the Emergency Food and Shelter program in fiscal year 1986. Tell me what has happened to that $70 million—has it been obligated?

Mr. **Becton**. Yes. I would like to ask Dennis Kwiatkowski to respond.

Mr. **Kwiatkowski**. It has been obligated and awards have been made to the National Board.

Mr. **Traxler**. Will it be spent by the end of the fiscal year 1986?

Mr. **Kwiatkowski**. Yes, sir.

ALLOCATION FORMULA FOR FOOD AND SHELTER

Mr. **Traxler**. Did the allocation formula for the $20 million appropriated in the 1985 Supplemental Appropriations Act and the $70 million in the 1986 HUD-Independent Agencies Appropriations Act change from previous allocations? If they did, tell us about those changes very briefly.

Mr. **Kwiatkowski**. The method in which the allocations were made and the statistics used were basically the same, except that each was based on unemployment data the Board obtained for the most current 12 months; the unemployment rates may have changed, but the poverty rates stayed the same. The difference made in the $70 million allocation that came along in December was that a state set-aside program was used to target areas, in the states, of poverty or unemployment the states may know about but the National Board didn't.

Mr. **Traxler**. If the Congress funds this program again in 1987, will the National Board continue with a state set-aside?

Mr. **Kwiatkowski**. Most likely. The indications we have to date are the Board has been working to pick up those isolated areas not reflected in national statistics.

PARTICIPATION OF LOCAL GOVERNMENTS IN FOOD AND SHELTER PROGRAM

Mr. **Traxler**. Can you tell me how many units of local government are participating in the program, and what is the dollar amount utilized by those local units?

Mr. **Becton**. We can provide that for the record.

[The information follows:]

EMERGENCY FOOD AND SHELTER PARTICIPATING LOCAL GOVERNMENTS

For the latest round of funding, 138 local units of government are participating with total awards of $700,000.

EMERGENCY SHELTERING FOR REHAB WORK

Mr. **Traxler**. What is the amount of Emergency Food and Shelter funding that is used for rehab work?

Mr. **Kwiatkowski**. I would say less than one percent is used for rehab work. For phase three of the program, about $2,700,000 was used for rehabilitation work, and currently, although all the reports have not come in, about $118,000 has been targeted for rehabilitation in Phase IV.

ALLOCATION FORMULA FOR FOOD AND SHELTER

Mr. **Green**. I have been a little concerned about the formula. I realize that the first funding for the Emergency Food and Shelter Program came in the Jobs Bill of 1983, and so it tended to stress the unemployment issue because that is what that bill was all about.

But the fact of the matter is that, at least in some parts of the country, there is at best a remotely indirect relationship between unemployment and the number of homeless. In New York City, for example, I don't think that either the family homeless, who are primarily women with children, or the single homeless are much a part of the job market, so that unemployment figures have little to do with how many homeless we have to deal with. I imagine in other parts of the country that is probably true also, although I recognize there are parts of the country where that is not true.

Have you looked at the formula issue at all, as to whether it is possible to identify better the number of homeless, and allocate it on that basis?

Mr. **Kwiatkowski**. Yes. Every time the money has come through, the National Board has looked at different kinds of formulas. The problem is that unemployment and poverty, realizing the poverty statistics go back to the last census, are the only national barometer anybody has that would give you a reflection of local emergencies. It is recognized there is a limitation on those statistics, but there is nothing else on a nationwide basis that would give you a reflection of local emergencies. They tried to keep the philosophy of the food and shelter program consistent since it was appropriated.

HUD STUDY ON HOMELESS

Mr. **Green**. HUD did some studies on the number of homeless a couple years ago, and while there was a great deal of question as to whether its absolute number was correct, I don't recall any criticism of it suggesting on a state-by-state basis that it was disproportionately wrong in one part of the country as opposed to another part.

Have you looked at that as a possible basis——

Mr. **Kwiatkowski**. We have looked at the HUD study. We did a study at the request of the Congress, which showed there might be an increase in the number of homeless. The problem is there is no way of targeting funds for the number of homeless. They are mobile, they change on a day-to-day basis, and there is no way you can get a consistent allocation of funds based on a one-time study.

Mr. **Green**. I am troubled because it seems to me there are certainly places to which they are gravitating. I agree with you, it is changing, but it is changing in ways disproportionate to the formula you are using. It seems to me you are at a point where if we fund this again, and I suspect there will be a good deal of sympathy within the Congress for doing so, it seems to me we have to put our minds to the formula issue.

Mr. **Becton**. If it is funded, we will take another look at the formula.

Mr. **Green**. We would appreciate that. We do have a vote on.

[Recess.]

AUDITS OF FOOD AND SHELTER PROGRAM

Mr. **Traxler**. Have you conducted any audits on the utilization of funds distributed by the National Board?

Mr. **Kwiatkowski**. Yes, sir. There is a hundred percent audit conducted on every program, in addition to which the FEMA Inspector General has conducted six site audits.

Mr. **Traxler**. Would you tell us briefly about those results?

Mr. **Kwiatkowski**. Six site audits produced some questions with regard to administrative expenditures and handling fees, and they have all been satisfactorily answered by the Board. There have been only minor instances of misuse of funds or misallocations.

Mr. **Traxler**. Do you have any information on how the states utilized the $50 million provided in the Jobs Bill?

Mr. **Kwiatkowski**. Only 33 states have responded with audits requested when the awards were made, and due to the restrictions on the single audit act, we will not be able to receive some of the audits for another year.

Mr. **Traxler**. Provide for us a list for each appropriation for the Emergency Food and Shelter Program, since its inception, showing the amount of funding, the number of meals provided, the number of nights of shelter provided, the number of jurisdictions receiving funds, and the number of organizations receiving funds. You may do that, of course, for the record.

[The information follows:]

EMERGENCY FOOD AND SHELTER STATISTICS

Appropriation	Dollars appropriated	Number of jurisdictions	Number of organizations	Number of meals	Number of shelter nights
98-8	[1] $50,000,000	961	3,460	51,000,000	6,900,000
98-88	20,000,000	1,040	4,000	([2])	([2])
98-151/98-181	40,000,000	836	3,627	33,700,000	6,000,000
98-396	70,000,000	1,341	6,003	51,000,000	14,000,000
99-160	70,000,000	1,700	2,200	([2])	([2])

[1] Does not include the $50 million allocated directly to the States. Data for that program are not available.

[2] Not available.

POSITIONS TO ADMINISTER FOOD AND SHELTER PROGRAM

Mr. **Traxler**. The Conference Agreement on the 1986 HUD-Independent Agencies Appropriation Act specified six positions to administer the Emergency Food and Shelter programs. How many people are currently on-board in the Emergency Food and Shelter program?

Mr. **Kwiatkowski**. We have four on-board. We are in the process of filling the other two positions.

Mr. **Traxler**. If the Food and Shelter program is continued, assuming it is at the same funding level, how many employee work-years would you need to administer the program?

Mr. **Kwiatkowski**. The current rate of about six employees to support the program would be adequate.

ONE DAY CENSUS OF HOMELESS

Mr. **Traxler**. Since the beginning of the program, the Subcommittee and its counterpart in the Senate have tried to determine the universe of need and assistance being provided. Last year we were told the National Board was considering taking a day's census. Did the National Board conduct a one-day census to try to determine the number of homeless, and if it didn't, why didn't they?

Mr. **Kwiatkowski**. The Board did not pursue the census idea at the time because of lack of administrative funding from the program or within any of the agencies that are participating.

Mr. **Green**. How much would it cost to do that?

Mr. **Kwiatkowski**. They didn't get a chance to scope it out, but we can certainly scope out the amount it would take and provide that.

Mr. **Green**. If you could for the record.

[The information follows:]

Emergency Food and Shelter Census

In February, 1985, an outside consultant estimated that a one-day census would cost approximately $20,000. This was based on using on-board staff and the United Way's computer. The National Board has not solicited any other estimate.

Mr. **Traxler**. What is the Federal Interagency Task Force on Food and Shelter doing regarding research on the number and characteristics of the homeless?

Mr. **Kwiatkowski**. As far as the task force on the homeless, I don't believe there is any study underway. We have been advised of a $3 million effort from HHS to do some kind of study with regard to homeless and chronically mentally ill, but that is the only thing we are aware of.

PAYMENTS TO THE STATES FOR CRIME INSURANCE

Mr. **Traxler**. Turn next to the Federal Crime Insurance Program. The Administration does not support the continuation of the program, and the program is being continued in fiscal year 1986 through a series of short-term extensions. The most recent extension will expire on April 30, 1986.

The 1986 HUD-Independent Agencies Appropriations Act provides $10 million in funding for one-time payments to states participating in the Federal Crime Insurance Program which certify they will develop an alternative to that program. The Conferees agreed the reauthorization of Federal Crime Insurance Program should have primacy over this program.

The Act states that the provisions shall not become effective or shall cease to be effective during any period after January 1, 1986, that the authority for the Federal Crime Insurance Program, for issuance of insurance policies, is in effect. Based on that language, the Federal Emergency Management Agency interpreted the provisions to mean that states may take advantage of the one-time payments during any hiatus in the program authority prior to September 30, 1986.

Tell us why you decided to make payments to states during the recent hiatus in the authorization?

Mr. **Becton**. I would like to have Jeff Bragg, the Federal Insurance Administrator, respond to that.

Mr. **Bragg**. Before we made the determination, we reviewed our plans with the Appropriations Committees of the Senate and House, as well as the Authorization Committees in the House and the Senate. We also had the Appropriation Act language and our interpretation of it reviewed by our General Counsel to assure us we were implementing the language properly.

Based upon assurances from our General Counsel and from the staffs of our Appropriations Committees, we went ahead and made the one-time payment to states that had completed the certification.

Mr. **Traxler**. How many states accepted the one-time payment and went out of the program?

Mr. **Bragg**. Seven states have accepted payment so far. We have indications from 12 other states that they are very interested in accepting the one-time payments. One of the seven states did not accept any of the money, although they did withdraw from the program.

Mr. **Traxler**. Why do the various states opt out of the program and decide to set up their own insurance program?

Mr. **Bragg**. States operate many types of insurance programs on their own, state fair plans, for example, and they feel, at least the states that have accepted this opportunity, as the administration feels that the crime insurance program is not outside the scope of their ability to respond. They have programs far larger than the crime insurance program which they operate at the state level now.

STATES PARTICIPATING IN CRIME INSURANCE PROGRAM

Mr. **Traxler**. How many states are now participating in the Federal Crime Insurance Program?

Mr. **Bragg**. As a result of the seven that have withdrawn, we have 16 states and three territories still participating.

Mr. **Traxler**. Kindly indicate for the record those states that would have a desire to opt out if another hiatus in the program occurs.

Mr. **Bragg**. Yes, sir.

[The information follows:]

States Desiring To Opt Out if Hiatus in Crime Program

Insurance Departments of New York, Pennsylvania, California, New Jersey, Florida, Illinois, Tennessee, Delaware, Rhode Island, North Carolina, Puerto Rico, Missouri, District of Columbia, and Virginia have requested and received information concerning the procedures to be followed in applying for the Federal one-time payments. We do not have formal indication that these States will, in fact, certify and request payment during another hiatus, but many have indicated that they feel their states can effectively deal with this problem.

AUTHORIZATION FOR CRIME INSURANCE PROGRAM

Mr. **Traxler**. One other question.

Do you plan to allow states to get out of the Federal program if another lapse in the program occurs?

Mr. **Bragg**. Yes, sir.

Mr. **Green**. It is my understanding each time the crime insurance program nears the point at which it lapses, you routinely send letters to participants stating the program is scheduled to expire. However, it is also my understanding that you do not follow the same policy for the flood insurance program, even though with one exception the Congress has had the same expiration dates for the two programs.

Are you not required, as the Federal Insurance Administrator, to administer these programs in the same manner in this kind of situation?

Mr. **Bragg**. Actually, Mr. Green, we feel that it would be misleading for crime insurance policyholders if FIA were to follow the same policy we do with the flood insurance program for this reason: The Administration, and all relevant Committees of the Congress, support the continuation of the Flood Insurance program. We feel fairly confident that program is going to be continued.

On the other hand, the Appropriations Committee Conference Report of last year indicated that the Appropriations Committee was not going to extend the crime insurance program. The Senate authorization committee has indicated they want to see the program terminated. The Administration wants to see the program terminated. We just feel that we are being fair to our insurers to advise our participants in the crime program there is a likelihood it will not be continued, and to provide them an opportunity to find alternative coverage should that happen. In every case, we advise the policyholder if the program is to be continued and if legislation is pending. We will give them an opportunity to renew their coverage.

Mr. **Green**. Do you, however, routinely contact them to let them know the program has been renewed?

Mr. **Bragg**. Yes. We send out a follow-up letter to every policyholder who received the original notice.

Mr. **Green**. Let me make one thing clear. I think it was very clear from the progress of that conference of the Appropriations Subcommittees that there had been an agreement reached when the Crime Insurance program was extended a couple years ago and put back in sync with the flood insurance program, that from that point on, the Appropriations Subcommittees will leave the matter within the jurisdiction of the authorizing committees.

I don't think the posture of the conference this past year is one favoring termination of the program. I think obviously there is a disagreement between the two Appropriations Subcommittees, and we have both agreed at the time the two insurance programs were put back with the same expiration dates, thereafter we would leave it to the authorizing committee. Certainly I don't think there should be any inference that this Committee assumes the termination of that program.

MAKING THE FLOOD INSURANCE PROGRAM SELF SUPPORTING

Mr. **Traxler**. We are going to turn to the National Flood Insurance Fund, a very, very important program. No appropriation, we note, is requested in 1987 for debt payment.

In 1987, FEMA proposes to make the National Flood Insurance Fund self-supporting, and fund both the flood plain management program and the administrative costs associated with the National Flood Insurance program from the National Flood Insurance Fund.

Last year FEMA proposed to make the National Flood Insurance program self-supporting in 1988. Now, did you propose making the National Flood Insurance program self-supporting in 1987, one year earlier than planned last year, or was it OMB's idea?

Mr. **Bragg**. OMB.

COST FOR FLOOD PLAIN MANAGEMENT

Mr. **Traxler**. As we understand it, switching the cost of the flood plain management program and the administrative cost associated with the National Flood Insurance program to the National Flood Insurance Fund was also OMB's idea; is that correct?

Mr. **Bragg**. Actually, we had previously recommended to the Committee the administrative cost of the insurance activities be taken out of the Fund, and it was only after the flood plain management portions of the program were moved back to the Federal Insurance Administration that the recommendation was made to take those expenses from the Fund as well. While it was an OMB recommendation, we had made the proposal on the insurance side for several years prior.

Mr. **Traxler**. But they certainly support that?

Mr. **Bragg**. Oh, yes.

INCREASE IN FLOOD INSURANCE PREMIUMS

Mr. **Traxler**. On FI-14, you indicate that an increase in flood insurance premiums of approximately 27 percent is needed to make the National Flood Insurance program self-supporting by 1987. What would that increase translate into in dollars?

Mr. **Bragg**. About $88 million.

Mr. **Traxler**. Would you repeat that please?

Mr. **Bragg**. $88 million in new premiums.

Mr. **Traxler**. What does that translate into per policyholder?

Mr. **Bragg**. About $54.

Mr. **Traxler**. About $54 additional premiums per policyholder.

Mr. **Bragg**. Mr. Chairman, that takes the average annual premium to $255.

Mr. **Traxler**. What increase in flood insurance premiums did FEMA propose in its 1987 budget submission to OMB?

Mr. **Bragg**. We only submitted a ten percent increase. However, that was before we received word from the Appropriations Committees that they were only going to allow a five percent increase on our previous year's proposal of a 14 percent increase.

COVERAGE CHANGES FOR FLOOD INSURANCE

Mr. **Traxler**. Your 1987 flood insurance proposal also anticipates coverage changes and optional deductibles. Tell us what those coverage changes are that you are proposing.

Mr. **Bragg**. Could I submit that for the record?

Mr. **Traxler**. Yes, and would you also include your optional deductibles proposal for the record.

[The information follows:]

1987 Flood Insurance Proposal and Optional Deductibles

FIA has now determined that further coverage changes should not be implemented at this time.

The 1987 rate increase proposal contains three basic components that result in a 27% premium increase. These are a thirteen dollar increase in the expense constant, rate increases that vary by zone and limits of insurance purchased, and an increase in the amount of insurance to which Basic Limits rates apply. The National Flood Insurance Program (NFIP) has a two-tiered system of rates (Basic Limits and Additional Limits) that reflect the fact that the first dollars of coverage are more expensive to insure than the last dollars of coverage. The 1987 proposal includes raising the cutoff point, to which the higher Basic Limits rates are charged, by $5,000 for residential building and contents coverages and by $15,000 for non-residential coverages. This is precipitated by the rise in claim costs. Raising the Basic Limits cutoff directs some of the proposed increase towards those policyholders with more expensive property.

Similarly FIA has determined that the current deductible options need not be changed at this time since the NFIP currently offers deductible options to policy holders. By choosing a deductible up to $5,000, a policyholder can receive as much as a 40% discount on his insurance premium.

Mr. **Traxler**. Did you propose coverage changes in optional deductible proposals to OMB in your budget submission?

Mr. **Bragg**. Yes.

Mr. **Traxler**. It was an OMB idea, therefore?

Mr. **Bragg**. I don't believe it was an OMB idea. I think what we were doing was toying with different ways to generate income, and we always look at coverage changes and deductibles. I am certain OMB did not recommend specific coverage changes.

Mr. **Traxler**. Can the coverage changes and the optional deductibles in the flood insurance program, in your judgment, be accomplished without authorizing legislation?

Mr. **Bragg**. Yes.

Mrs. **Boggs**. How?

Mr. **Bragg**. The Congress has left to the Director of FEMA, who has delegated to the Federal Insurance Administrator, the responsibility to administer the portion of the Act which calls for the Administrator to set rates in the program. There is a specific provision in the original Act that requires the Administrator to set actuarial rates for certain portions of our other business.

There are certain requirements in the Act that require actuarial rates, for instance. Generally, new construction that was built after the flood insurance rate map went into effect is required by law to be actuarially rated.

VERIFICATION PROGRAM

Mr. **Traxler**. On page FI-14, the first item, the legend indicates in 1986 FEMA will implement a verification program which will result in inspection of approximately three percent of the structures covered by flood insurance to ensure they meet the criteria established for their rating category.

What level of resources, in funds and workyears, are going to be devoted to this effort?

Mr. **Bragg**. We hire outside firms to carry out that effort, and so far a pilot project indicates that the costs of the firms conducting the inspections will be more than offset by additional income generated from the program.

Mr. **Traxler**. Supply for the record what those contracts are, how much they cost, and what workyears are involved.

[The information follows:]

Contracts for Performing Inspection of Properties

The inspection of properties is being performed by two firms under competitively awarded, firm-fixed, unit price contracts. The first of these contracts provides for 42,072 inspections at a cost of $14.00 each. The second contract is for 34,681 inspections at $14.23 a piece. These prices cover all costs including all workyears of effort.

There will be some additional costs for system development review and processing of inspection reports by the servicing agent contractor. This is expected to require about 3 workyears of effort and cost between $150,000–$200,000.

The pilot tests and the reports we are now receiving indicate very substantial returns on our investment will result from these inspections. Our plans are to continue this project and to share results with the Write-Your-Own companies.

Mr. **Traxler**. What type of check did FEMA have prior to this pilot program to ensure that an insured structure met the criteria established for its rating category?

Mr. **Bragg**. The only thing we had was a review of the activities in the community to determine whether they were meeting the flood plain management requirements. We had nothing in place as sophisticated as this type of reinspection of risks.

SERVICING CONTRACTING COSTS

Mr. **Traxler**. We note on page FI-12, the servicing contractor costs and fee component of the 1985 operating expenses was $30,413,828. That is an increase of $2,119,008 above last year's 1985 estimated cost of $28,294,820. Why did the actual 1985 servicing contractor fee and costs increase by some $2 million plus above last year's estimate? Why did that increase of $2,119,008 take place?

Mr. **Bragg**. Some of the increase is due to a greater influx of companies coming on line and the need to support them through our contracting facility.

We also had a number of special one-time projects that we are attempting to fund this fiscal year, and that has increased the cost.

Mr. **Traxler**. List those one-time projects for the record, please.
[The information follows:]

ONE-TIME ACTIVITIES THAT INCREASED CONTRACT COSTS

In 1985, the Federal Insurance Administration initiated several one-time activities which resulted in contract costs being greater than originally estimated. In some cases the increases were to respond to pressing program requirements. In other cases, the FIA elected to make expenditures for systems and equipments with significant potential for reducing future operating costs.

Specific 1985 project initiations included, the design and installation of an advanced micrographic storage and retrieval system; the move to lockbox operations for collection of renewal premiums; improved mailroom operations; expansion of Write-Your-Own program support; and expansion and improvement of warehouse space to alleviate hazardous conditions.

Following is an itemized list of the 1985 costs:

1. Micrographics	$654,000
2. Write-Your-Own	590,000
3. Warehouse	86,000
4. Mailroom	10,000
5. Lockbox	8,000

TIMELY PAYMENT OF FLOOD INSURANCE CLAIMS

Mr. **Traxler**. Last year Mr. Bragg indicated that the backlog of flood insurance claims had been reduced. You will note that on page 183 of last year's hearings. Are flood insurance claims currently being processed and paid in a timely manner, in your judgment?

Mr. **Bragg**. This Administration, for the first time, has imposed on our contractors a financial penalty for failure to make claims in a timely manner. From time to time we have had to impose that financial penalty. The standards we have set for the contractor is that the claims need to be paid in 45 days. In fiscal year 1985, 83 percent of the claims were paid within that standard.

Mr. **Traxler**. How many claims were not paid as of the end of the fiscal year 1985?

Mr. **Bragg**. I could supply that for you, but I don't think it is going to be a good measure as to whether the claims are paid in a timely manner. What we would have is a lot of year-end flooding which would necessitate the claims being carried into the next fiscal year and would not demonstrate whether those claims had been paid within the 45-day standard.

Mr. **Traxler**. With that caveat, supply it anyhow, and do the same for 1984.

Mr. **Bragg**. Yes, sir.

[The information follows:]

CLAIMS NOT PAID

As of the end of fiscal year 1984 there were 5,709 claims open, and as of the end of fiscal year 1985 there were 6,319 claims open. However, as mentioned during the appropriations hearings, these statistics are more of a measurement of year end flooding than of claims payment efficiency. In 1985, 83% of all claims were closed within the 45-day standard.

Mr. **Traxler**. What is the average closing time now, and how does that compare with the end of fiscal year 1984?

Mr. **Bragg**. Currently we do not have any significant volume of claims that are exceeding the 45-day standard. For the last six months, all of our claims have been paid, faster than the 45-day standard.

NUMBER OF FLOOD INSURANCE POLICIES

Mr. **Traxler**. The table on page FI-11 indicates there will be 2,312,000 insurance policies in force at the end of 1987. Last year you estimated some 2,356,000 insurance policies in force at the end of 1986. You currently estimate 2,121,000 insurance policies in force at the end of 1986, a decrease of some 235,000 below your estimate of last year. How realistic, therefore, is your 1987 estimate?

Mr. **Bragg**. I think the 1987 estimate is realistic. We enjoyed a 6.8 percent policy base increase in 1985. We have already, for this fiscal year, increased our policy base by 3.2 percent. The 1987 estimate is a goal, and I don't know for certain what will happen, but we have been increasing policies at a rate faster than ever before, largely as a result of the Write-Your-Own program. More Write-Your-Own companies have been coming on line this fiscal year and next, so we think we will be able to reach all those estimates.

Mr. **Traxler**. Provide for the record your estimate to OMB, in your submissions for 1987, on the number of policies that you anticipate will be in force. And also tell us how many policies are in effect currently.

Mr. **Bragg**. Yes, sir.

[The information follows:]

Policies in Force Estimates

As of January 31, 1986, there were 2,002,164 policies in force in the National Flood Insurance Program. The 1987 budget submission to OMB contained initial estimates of 2,156,000 policies and 2,339,000 policies in force at the end of fiscal years 1986 and 1987, respectively.

INFLUENCE OF NEW HOUSING STARTS ON NUMBER OF POLICIES

Mrs. **Boggs**. Mr. Chairman, you say you have a 3.2 percent increase in 1987. Have you taken into account the number of new housing starts and increase in those, and does that really reflect a true increase in policies?

Mr. **Bragg**. Well, we have always maintained mortgage activity does help sell flood insurance, as does the frequency of flooding. I couldn't relate to you what percentage of that 3.2 percent increase is a result of housing activity or the Write-Your-Own program except to say that in the 12 year history of the program prior to Write-Your-Own, we had increases and decreases in flooding and mortgage activity, and we have not been able to see the kind of growth we have seen these past two years.

Mrs. **Boggs**. But there has been an unusual increase in housing starts.

Mr. **Bragg**. Right. So I couldn't determine precisely how that relates to increase flood insurance sales.

Mrs. **Boggs**. It would be interesting to know that.

Mr. **Bragg**. I would be happy to research it. Even if I researched it, there could be no way I could give you a figure that would indicate precisely what percentage of the increase was driven by mortgage activity.

EFFECT OF PREMIUM INCREASE ON NUMBER OF POLICIES

Mr. **Traxler**. Incidentally, what in your judgment is the effect of increasing the premiums on the number of policies in effect?

Mr. **Bragg**. We have maintained over a number of years that the increases have been small enough in actual dollars that they have not had an impact on the policyholder base. We think the increases in the policyholder base tend to support us on that, and in 1984, GAO did an independent study which confirmed that the increase, at least up until that time, had only a marginal impact on the policyholder base.

WRITE-YOUR-OWN POLICIES

Mr. **Traxler**. Let's talk about the Write-Your-Own program. The WYO program, initiated in 1983, proposes to reinvolve private insurance companies in the National Flood Insurance program by allowing insurers to write policies under their own names on a non-risk basis. The WYO program is an attempt to increase the number of policyholders in the program. The agency, as we understand it, believes it is necessary to expand the base of approximately two million policyholders if the program costs are to remain reasonable and without a great amount of subsidy.

Last year you indicated there would be 260,000 WYO policies in 1985. How many WYO policies were in force at the end of 1985? Explain any decrease below the 260,000 estimate.

Mr. **Bragg**. We have 385,000 policies in force.

Mr. **Traxler**. Would you say that again?

Mr. **Bragg**. 385,000.

Mr. **Traxler**. WYO policies in force?

Mr. **Bragg**. Yes.

Mr. **Traxler**. That exceeds your estimate considerably.

Mr. **Bragg**. That is correct.

Now, that is not an increase of 385,000 policies. The increase has not been that high, but we do have 385,000 policies now written through the write-your-own process, which is about 25 percent of our business.

Mr. **Traxler**. I guess I was asking what was it at the end of 1985. Would that be your judgment for the end of 1985?

Mr. **Bragg**. I would have to supply that.

Mr. **Traxler**. Okay. It would be close to that figure?

Mr. **Bragg**. I am just told this was at the end of 1985.

Mr. **Traxler**. Thank you.

What is your estimate for WYO policies in force at the end of 1986? And remember that last September you talked about some 800,000 WYO policies in force at the end of 1986.

Mr. **Bragg**. I think we are going to see that, too. I think we will be at about one million policies in write-your-own. We currently have 660,000 policies in that program.

Mr. **Traxler**. Have you made a projection for how many WYO policies will be in force at the end of 1987?

Mr. **Bragg**. 1.45 million.

Mr. **Traxler**. Last September, you estimated 1.17 million WYO policies in effect at the end of 1987; your latest projections will exceed that.

Mr. **Bragg**. Yes.

UNDERWRITING COSTS FOR FLOOD INSURANCE

Mr. **Traxler**. We note the average underwriting cost per policy has been rising from $31 to $58 in 1985, to an estimated cost of $69.52 in 1987. That represents nearly a doubling of the underwriting cost per policy in four years. Is that increase primarily due to the WYO program?

Mr. **Bragg**. It is not attributable to the WYO program except to this extent. What we have determined to do is basically stay on a dual track system while we transfer our policies from the current system of using an independent contractor to the Write-Your-Own program. So what we are seeing, and what we predicted we would see when we instituted the write-your-own program, is an increase in cost, a bubble that will move out as we complete the transition of the policies to the Write-Your-Own program. As I have indicated to you, we are exceeding the rate at which we are transferring those policies, so we are confident this bubble is a temporary increase in costs.

Mr. **Traxler**. What is your estimate of the average premium for 1987?

Mr. **Bragg**. It will still be about $255.

Mr. **Traxler**. On the basis of your projections, the basic underwriting cost is going to be somewhere in the area of $70 then?

Mr. **Bragg**. We believe those projections are too high. We have instituted a goal for the program that by 1989 all expenses from the program, that is all underwriting expenses constituting the entire expense ratio, will be below 35 percent. That will include all risk assessment activities, all loss reduction activities, and all operating costs of the program.

If we were to continue the type of dual track system that we have now out into the outyears, we definitely would have an expense ratio that would be excessive. We do not intend to do that. Projections seen are too high, and we intend to reduce them.

Mr. **Traxler**. So that we all know, the figures I was using came from your September 3rd letter to Mr. Boland. You included a chart in which you described your average underwriting cost per policy, projecting that into 1987 and 1988. It is your hope that those projections are reduced?

Mr. **Bragg**. Yes, it is. And once more, we have a plan in place to implement a reduction in expenses.

Mr. **Traxler**. Clearly, if those estimates were to go into effect and become a reality, an underwriting cost of $70 on a premium charge of $200 to $250 is outrageous.

Mr. **Bragg**. We would ask that you judge us in this program by the standard which industry sets. We think the industry, for this type of program, would be running an expense ratio of around 35 percent. We intend to be below that expense ratio by 1989, and we would ask you to judge us on that basis.

Mr. **Traxler**. Mrs. Boggs.

COST OF WRITE-YOUR-OWN POLICIES

Mrs. **Boggs.** I was simply going to pursue what you chose to pursue. Are the Write-Your-Own policies more expensive?

Mr. **Bragg.** Comparing apples to apples, the pure Write-Your-Own policies are more expensive than policies sold through the current system. Three percentage points of that increased expense are due to write-your-own companies being required to pay state and local taxes, whereas those taxes are not required to be paid on policies sold through our own contractors. We think that the increased costs, apart from taxes, of the Write-Your-Own program are going to be more than justified based on the increased policy sales and the improved service that we are going to be giving to our consumers.

Mrs. **Boggs.** What percentage of premiums is guaranteed to the Write-Your-Own companies?

Mr. **Bragg.** For last fiscal year, it was 32.7 percent of premium. That will be reduced for 1986. We already know it is going to be 32 percent for fiscal year 1987. By the way, we developed that ratio based upon industry averages for various lines of business. That is what drives that 32 percent that we are going to pay the insurance industry next year. Neither we nor the industry have any control over it except very generically when Best published its expense ratios for the past year.

We have a completely independent method of setting what we are going to be paying the write-your-own companies to carry out their activities. It is not negotiated with the companies.

Mrs. **Boggs.** When you say we are not subsidizing—the profits are for insurance companies.

Mr. **Bragg.** We simply take the expenses that they have for various lines of business, as reported by Best, and we then take that expense ratio and give it to the companies as their expenses. Now the companies, if they are able to do better than that expense ratio, can make a profit simply because they are able to do it for less than the industry average. But there are companies who are not able to do it except above the industry average, and for those companies we do not make up the difference.

Mrs. **Boggs.** Thank you, Mr. Chairman.

Mr. **Traxler.** Thank you, Mrs. Boggs.

Without beating a dead horse, it is clear the Committee is very concerned about the underwriting costs.

FINAL NFIP VARIANCE REPORT

Mr. **Green.** I don't know whether it relates to what we have been discussing or not, but on November 22, 1985, Mr. Bragg sent what is described as the final variance to the Chairman and the Ranking Minority Members of the Congressional Committees concerned with the insurance program. I had a couple questions about that.

In particular, I started looking at it and noted that although the direct labor costs were down compared to the budget, the direct labor costs for fiscal year 1985 were lower than had been budgeted, the overhead and general administrative were up. Why are they up as a percentage of direct labor?

Mr. **Bragg**. Let me provide that for you for the record.

[The information follows:]

INCREASES IN OVERHEAD AND GENERAL AND ADMINISTRATIVE EXPENSES

The increases in overhead and general and administrative expenses reflect changes in billing rates made during 1985. Billing rates, provisional and final are determined as a result of audits performed by the Defense Contract Audit Agency. These rates are normally accepted and utilized by all agencies using Defense Contract Audit Agency services. In the case of this contract year, reallocation and changes in contractor costs resulted in an overhead rate increase during the year of approximately 11 percent and $193,000 more than our budget estimate. The general and administrative expense costs are after adjustment, essentially as budgeted, approximately $1,857,000.

Mr. **Green**. If you could also for the record, there is a reference there to fees of 10 percent, and I just couldn't figure out what it was 10 percent of.

Mr. **Bragg**. It is 10 percent of the contract costs as a profit for business purposes. That has been since reduced to just over nine percent.

Mr. **Green**. I couldn't see any number in here it seemed to relate to. It didn't relate to direct costs, it wasn't 10 percent of the direct costs plus the allocations.

Mr. **Bragg**. It is ten percent of the total.

Mr. **Green**. Thank you.

Mr. **Bragg**. That is a standard government method of payment for contracts.

WORKYEARS FOR FLOOD PLAIN MANAGEMENT

Mr. **Traxler**. Turning now to the Flood Plain Management program, the table on page FPM-3 indicates 186 workyears for the Flood Plain Management program in 1985. Last year you estimated 213 workyears for the Flood Plain Management program in 1985. What was the actual number of workyears in the 1985 Flood Plain Management program? Why was it 27 less than estimated last year?

Mr. **Bragg**. It was 116. I am sorry—give me the page number again.

Mr. **Traxler**. On page FPM-3 it states twenty-seven less workyears than were previously estimated. Not that we are criticizing you for that, you understand. We give out gold stars. We are just getting ready to pat you on the back. The answer to the question, I am advised by the staff, is you didn't have the money.

Mr. **Bragg**. That is exactly right.

Mr. **Becton**. We will accept the pat on the back.

Mr. **Traxler**. The same table on the same page indicates 140 workyears for the Flood Plain Management program in 1986. Will you be able to support 140 workyears with the $5,784,000 shown in the justifications? If not, how many workyears will be supported in 1986?

Mr. **Bragg**. We will not support all 140 workyears in 1986, again because of the shortage of funds. We will probably be able to do about 130.

Mr. **Traxler**. What will be the impact on the Flood Plain Management program due to the reduction in those workyears?

Mr. **Bragg.** I think we have been able to maintain the integrity of the program. We won't be able to do as many community assistance projects, for example. We won't be able to do as many enforcement activities for communities who participate in the program. But the basic integrity of the program will remain.

PAYING FLOOD PLAIN COSTS FROM THE FLOOD INSURANCE FUND

Mrs. **Boggs.** Mr. Chairman, the justification indicates that you plan once again to transfer the administrative costs and flood plain management costs to the National Flood Insurance Fund. We discussed this idea last year, and it didn't go forward. Will this make your goal of making the program self supporting more difficult?

Mr. **Bragg.** A 27 percent rate increase will include all administrative and operating costs, so we would have enough funds also to pay for all these expenses.

Mrs. **Boggs.** Is this your initiative or OMB's initiative?

Mr. **Bragg.** Initially with respect to the insurance activities, it was a FEMA initiative. We have been encouraged by OMB to do that, and they have also asked us to include flood plain management activities as well. That took place when flood plain management activities were transferred back to FIA.

Mrs. **Boggs.** Thank you. Thank you, Mr. Chairman.

Mr. **Green.** Mr. Chairman.

Mr. **Traxler.** Yes, Mr. Green.

STATUS OF FLOOD STUDIES

Mr. **Green.** Refresh my recollection as to where we stand on this whole flood plain management issue. It is my recollection as the program was designed, it started out with the so-called temporary program applicable in those areas which had not been mapped. It was assumed that the program would have to be subsidized by the Federal Government until we got the mapping completed here, and it was hoped that, as areas were mapped, you would reach accurate determinations of these areas which would enable the program to operate on a nonsubsidized basis.

Do we still have that distinction?

Mr. **Bragg.** We want to make the program self-supporting sooner than that original plan anticipated. We have completed 14,000 of the 18,000 studies required prior to conversion of all the communities to the Regular Program. We submitted to Congress last year a program to complete that entire study process by 1991.

Mr. **Green.** Which is some years behind what I recall was the original target date.

Mr. **Bragg.** Yes. And what happened, frankly, even before I came to this position was that instead of having 5,000 flood-prone communities as originally anticipated, they found that they had 18,000. So the magnitude of the work dramatically increased. That is primarily the reason for the extension of the Emergency Program.

Mr. **Green.** Is it still the case the Federal subsidy is greater for the unmapped communities than the mapped communities?

Mr. **Bragg.** There is still a subsidy for mapped communities and still a subsidy in the unmapped communities for any construction that took place prior to the flood insurance rate map, so the answer to the question is yes, there is still a subsidy in the unmapped areas.

Mr. **Green**. Would we save money in the long run if we accelerated mapping and got more communities into the regular programs?

Mr. **Bragg**. The plan that was submitted to you last year is on accelerated mapping effort. It identifies three alternative techniques other than the full process we used to follow, that save money in the conversion process and also it accelerates the number of conversions per year. For example, we are going to be able to do 1,600 conversions this year alone. In 1984, when we first moved to this new process, we did 1,781 conversions, which was the highest level ever in the history of the program.

Mr. **Green**. What I am asking is, if we give you the money to accelerate that process, do we save money for the Federal Government in the end?

Mr. **Bragg**. For a large percentage of these conversions the answer is yes. It is in those communities we have identified as having high development potential, where the savings would take place. Many of these communities that yet need to be converted do not have that type of high development potential.

Mr. **Green**. Would it be possible, for the record, to isolate for us what additional conversions you could do with additional funds in those communities with high development?

Mr. **Bragg**. Yes.

[The information follows:]

ADDITIONAL CONVERSIONS WITH ADDITIONAL FUNDS IN THOSE COMMUNITIES WITH HIGH DEVELOPMENT

As of the start of FY 1987, we will have initiated actions to convert all but 2,629 communities to the regular phase of the National Flood Insurance Program. Of those, 629 were found to have significant development potential and thus a risk study is required before being converted to the regular phase. The remaining 2,000 communities have low development potential and would be converted to the regular phase without a detailed risk study. Based on the present funding level of about $36 million, our plans for initiating conversions action for these 2,629 communities are as shown below:

Conversion initiation category	Fiscal year—		
	1987	1988	Total
Number of risk study initiations: Significant development potential (risk studies required)	411	222	629
Number of Conversions w/o study: Low development potential (no study required)	1,000	1,000	2,000

Since communities with low development potential are converted to the regular phase of the NFIP without a risk study, the conversion action can be completed in the same year it is initiated. Because of the long lead time in performing a risk study and providing communities with the statutory and regulatory periods of due process, conversions cannot be completed in the same year that the study is initiated. Conversions of these communities occur 3 or 4 years later. Based on a constant funding level, the last community conversion is scheduled to occur in FY 1991.

If enhanced funds of about $5.8 million were provided, the 222 studies slated for initiation in FY 1988 could be begun during FY 1987. This would permit the entry of these communities into the regular phase of the NFIP one year earlier, during FY 1990.

OBLIGATIONS FOR PURCHASE OF PROPERTY PROGRAM

Mr. **Traxler**. Surely. I should tell you that the Great Lakes have section 1362 purchase of property program in fiscal year 1987. That is a small increase above fiscal year 1986 of $4,523,000. Looking at the legend on Page FPM-14, it indicates that $6,778,000 in section 1362 funds were carried over from 1985 to 1986. An unobligated balance of $5,666,000 was carried over from 1984 to 1985.

Mr. **Bragg**. We didn't have a system in our accounting office that was able to report in this budget document the progress we had made in obligating those funds. We have obligated almost all of the monies for that program and will have all the monies fully obligated by the end of the fiscal year.

Mr. **Traxler**. Very good. We will turn next to Disaster Relief.

Mrs. **Boggs**. Mr. Chairman, I would like to say I do have some other questions about flood insurance but thought they were more general in nature and should wait until the Chairman is here when we will be discussing things with you. Thank you.

REGULATORY AND LEGISLATIVE CHANGES FOR DISASTER RELIEF

Mr. **Traxler**. Surely. I should tell you that Great Lakes have reached all-time highs. We are still climbing, and regrettably your flood insurance program is going to be called upon in the coming months. Several of us are very fearful we are going to be looking at very serious consequences of extensive flooding on the shores of the Great Lakes. We have had extensive losses. I am sure there will be more said about that in subsequent months, unfortunately.

So, looking at disaster relief, with that in mind, an appropriation of $100 million is being requested for Disaster Relief in 1987. We will probably use that along Saginaw Bay. I don't know what the rest of the country is going to do. The 1987 request assumes an additional $50 million in budget authority will result from recovery of prior year obligations. The 1987 request also assumes regulatory and legislative changes to the Disaster Relief Act.

How much money do you estimate will be saved by the proposed regulatory and legislative changes?

Mr. **Becton**. I will ask Dave McLoughlin, the Deputy Associate Director to answer that.

Mr. **McLoughlin**. We expect to save about $90 million.

Mr. **Traxler**. How much money can be saved by the regulatory changes alone?

Mr. **McLoughlin**. The regulatory changes will save about $65–$70 million and the legislative changes will save $7.5 million in individual assistance, plus another $2.5 million in administrative costs in individual assistance. We will save about $9 million in the flood insurance requirement and about $825,000 in recovery of funds. So altogether, that is a shade less than about $20 million in the legislative part.

Mr. TRAXLER. Would you expand on your answer for the record and tell us a brief description of each proposed administrative change and indicate how much money would be saved by each of those changes? Also would you do the same for your proposed legislative changes, stating how much would be saved by each of those?

Mr. McLOUGHLIN. Yes, we will.

[The information follows:]

REGULATORY AND LEGISLATIVE CHANGES FOR DISASTER RELIEF

Numerous regulation changes are being proposed, many of which would merely make the regulations easier to use and understand. A brief description of the proposed changes, where policy would be significantly changed, is outlined below by Subpart of 44 CFR Part 205. Savings or additional cost to the Federal government is based on the assumption that, without the proposed changes, costs in the Public Assistance program would be shared 75 percent Federal, 25 percent State and local.

Subpart C

- Establish Capability Indicators which would be used as an indicator of State and local government capability in conjunction with other factors in recommending a major disaster declaration or designating areas after a major disaster has been declared. Based on use of $1.00 per capita for the State and $2.50 per capita for local government to develop the proposed indicator, fewer disasters would be declared in the future and an average annual savings of $21 million is estimated.

Subpart D

- Proposed regulations for Crisis Counseling program as authorized under Section 413 would provide for a 75 percent/25 percent cost sharing of the program. It is estimated that the cost-sharing would result in average annual savings of $250,000.

- Negotiations with the Department of Labor are currently underway to determine the areas of the Disaster Unemployment Assistance program which can administratively be changed to reflect cost-sharing.

- Proposed regulations for the Temporary Housing Assistance Program as authorized under Section 404 provide for a 75 percent/25 percent cost sharing for the development of private, commercial, and group sites when mobile homes are needed as temporary housing. Based on the average annual use of mobile homes, it is estimated that cost sharing could result in an average annual savings of $130,000.

Subpart E

- Additional administrative costs would become eligible (Allowance for Administrative Costs, Fringe Benefits, etc.). This would result in an estimated average annual cost increase of about $5 million.

- Restrictions would be placed on the type of applicants eligible to apply for assistance under Public Law 93-288. Many special purpose local governments that do not provide governmental services to the general public would no longer be eligible. It is anticipated that this change would result in average annual savings estimated at $12 million.

- The eligibility of emergency work in the form of measures to protect improved property would be changed. The change would reduce the amount of protective work that could be approved from that necessary to protect against a five-year storm to a one-year storm. Since there is very little difference between a five-year storm and a one-year storm and relatively little protective work is done, it is anticipated that savings would be negligible.

- A requirement that an applicant would have to adopt a standard in order to obtain assistance in paying the additional cost of that standard is being proposed. This is not expected to result in a savings initially but, if the increased incentive to adopt good standards results in improved facilities being constructed by State and local applicants, a long-term savings could potentially accrue, particularly to the owner of the facility.

- The restoration of facilities which were under construction and were the responsibility of a contractor at the time of the disaster would no longer be eligible for assistance. It is estimated that average annual savings as a result of this change would be less than $500,000.

- The assistance available to restore facilities serving a rural community or unincorporated town or village would be revised to include permanent work on roads, streets, and bridges. Although this expands the assistance available, very few of these areas incur damage and there would be a relatively small increase in average annual cost which is estimated at less than $500,000.

Subpart H

- A sliding scale cost sharing formula is being proposed to assure that the State and local commitment required by Public Law 93-288 is met. Based on use of a deductible of $2.50 per capita for local governments and $1.00 for State agencies, 75/25 Federal/State and local cost sharing on eligible costs between the deductible to $10.00 per capita, and 90/10 Federal/State and local cost sharing above $10.00 per capita, it is estimated that an average annual savings of $29 million would be realized.

- Administrative changes related to the Single Audit Act of 1984 (Public Law 98-502) are being proposed. These changes would result in a significant reduction in State costs for audits, but no savings in Federal funds is anticipated.

Proposed legislative changes are still under review and no final cost estimates can be made. However, any legislative changes will probably result in additional cost savings.

Mr. TRAXLER. Have you published your proposed regulatory changes yet?

Mr. MCLOUGHLIN. The regulations are through OMB and are about to be published in the very near future.

Mr. TRAXLER. Have you submitted your proposed legislative changes yet to the Congress?

Mr. MCLOUGHLIN. No. They have not been approved by OMB yet.

Mr. TRAXLER. When do you anticipate those will be submitted to Congress?

Mr. MCLOUGHLIN. It is very difficult to make that estimate right now. We recognize that if they are not submitted shortly, it is not likely they will pass this legislative session. But we are not able to make an estimate yet.

RECOVERY OF PRIOR YEAR OBLIGATIONS

Mr. TRAXLER. How realistic is the $50 million estimate for recovery of prior year obligations, bearing in mind that last year you recovered over $135 million in prior year obligations?

Mr. MCLOUGHLIN. The experience we have to date in this fiscal year, is about $45 million in recovered funds in the first six months. So we do believe the $50 million is indeed an estimate that is achievable. You need to remember those come not only from the closeout of previous disasters, but they also come from what are really over-obligations in the early phases of some of the disasters.

DISASTER RELIEF SUPPLEMENTAL

Mr. TRAXLER. The Committee has included the requested 1986 supplemental appropriation of $250 million in the 1986 Supplemental Appropriations Act, that is H.R. 4515, which will be taken up next week. We don't know whether or not that is going to go full course and survive its legislative trials and Presidential scrutiny. How much money was in the Disaster Relief fund as of the first of April?

Mr. MCLOUGHLIN. As of the first of April, we had about $45 million, and anticipate about $9 to $10 million on the first of May.

Mr. TRAXLER. So you will exhaust your disaster relief monies probably in May, then?

Mr. MCLOUGHLIN. That is our current estimate.

Mr. TRAXLER. And does this $250 million supplemental appropriation still appear to be adequate for the balance of fiscal year 1986? If not, why and how much, in your judgment, would be necessary?

Mr. BECTON. Mr. Traxler, at the moment it appears to be adequate. As you know, disasters occur on their own schedule and obviously we can't tell for sure. But, it looks like it should be adequate.

Mr. TRAXLER. With approximately a $500 million obligated but unexpended balance in the Disaster Relief Fund, how difficult is it to deobligate funds if the $250 million supplemental appropriation is not enacted before the fund runs out of money in May?

Mr. MCLOUGHLIN. That is an option that has been used in the past. It is however, an option that we do not favor. When you deobligate funds, there are a lot of communities, that, even though public assistance is stretched out over two or three years, become quite concerned over the fact the money is not in the Fund.

WORKYEARS FOR DISASTER RELIEF

Mr. **Traxler**. That is a very mild analysis. We have all seen those local officials. They are not that polite.

The table on page DR-4 indicates 160 workyears in 1985, 145 work-years estimated for 1986, and 144 workyears estimated for 1987. Last year you estimated 144 workyears for Disaster Relief in 1985. Why did the staffing for the Disaster program in 1985 increase by 16 workyears above last year's estimates?

Mr. **McLoughlin**. Increase by 16?

Mr. **Traxler**. Yes.

Mr. **Becton**. FY 1985 was 160—it decreased.

Mr. **McLoughlin**. From 160 to 144?

Mr. **Traxler**. The table on DR-4 indicates 160 workyears in 1985, 145 workyears estimated for 1986, and 144 workyears estimated for 1987. And last year you estimated 144 workyears for Disaster relief in 1985.

Mr. **McLoughlin**. Oh, in 1985.

Mr. **Traxler**. Yes. You increased 16 work years above last year's estimate.

Mr. **McLoughlin**. The question relates to 160 in 1985 versus the 144 that was authorized.

Mr. **Traxler**. That is right.

Mr. **McLoughlin**. It relates, Mr. Chairman, to a broad question the Director probably will address this afternoon. It has to do with the agency basically getting right with the budget. It is no secret to this Committee there have been variations in the way in which people have been used in the past, and this is an attempt to make an accurate reflection of how the people were actually used in each of these fiscal years. You will see this adjustment in Disaster Relief, and you will see this in the Civil Defense program later.

Mr. **Traxler**. Needless to say, the Committee is pleased with those corrections. Given the increase in Disaster Relief activity, is 145 workyears in 1986 adequate to handle the increased workload?

Mr. **McLoughlin**. We clearly use additional support and require additional support for the disaster assistance delivered under the act. In the last fiscal year, we used about 184 additional workyears from the disaster assistance employees.

Specifically, in answer to your question, there really is no way to estimate prior to a given disaster year how many people we are actually going to need. Our best estimate now, is that with the legislative and regulatory changes, we may be declaring fewer disasters next year. Therefore, an estimate of 144, we believe, is adequate.

Mr. **Becton**. If I may offer a footnote to some of the questions that were answered, estimating disasters, either personnel or funding, is truly difficult. I found in my last job as the Director in the Office of Foreign Disaster Assistance with worldwide responsibility, we had the same problem coming up with a specific number in terms of people required or dollars that would be needed.

FEDERAL COORDINATING OFFICERS

Mr. **Traxler**. Which brings us to the next question, and that is, in your judgment, do you have an adequate number of trained employees to act as Federal coordinating officers and FCO staff?

Mr. **McLoughlin**. We can always use additional experienced people, Mr. Traxler. This year we have used experienced people out of other regions to support disasters in a given region. That is one way we provide for backup support.

In addition to that, we have training courses for our Federal coordinating officers in order to train additional people. One of the ways to give experience on the job is to appoint them as Deputy Federal Coordinating Officers and then as FCOs in smaller disasters. This gives them an opportunity to work up to larger disasters.

ADP EQUIPMENT FUNDED FROM THE DISASTER RELIEF FUND

Mr. **Traxler**. On page DR-10, the next to the last item, the legend indicates that in 1986 you plan to charge the disaster relief fund with $1 million for ADP equipment and applications. The question, of course, is why does FEMA plan to fund $1 million in 1986 for ADP support costs from the disaster relief fund?

Mr. **McLoughlin**. Mr. Chairman, we have been on schedule for the last 18 months trying to improve the quality and timeliness of our service. If we are going to make improvements in administration of the disaster relief fund, many of the improvements will come with administrative efficiencies which are possible from the higher technology equipment that is available today.

We have completed a rather exhaustive study of what our requirements are. There are two kinds of things happening in the system that cause us to move in this direction. First, is the advent of the rapid change in high technology equipment which is available today that was not available five years ago.

Second, with divestiture, we are finding that it is extremely difficult for us to both lease the equipment in the field and to provide the dedicated communication systems that are necessary to run those systems. For example, in the West Virginia disaster and the recent California disaster, we had great difficulty in trying to get phone lines from field offices to our computers in order to support the disaster activity. It is clearly very expensive to use a dedicated line all the way from California to the East Coast in order to transmit required data.

Given that situation, we have been trying to develop a rugged, portable modular communications capability as well as an ADP capability. We recognized, in the course of doing this that much of the data is needed only in the field, and is not needed in the headquarters. Therefore, a stand-alone field capability to crunch the numbers in the field and then provide only that data to the headquarters that is needed at that level is the best system design. Consequently, we intend to buy two sets of ADP equipment for the headquarters, and one set of each for the regions. That is a total of 12 sets. It will cost us between $800,000 and $900,000 for those sets. We have one on board now. Those sets are designed such that if a big disaster occurs, we can take a second set from another region and plug it into the first set and provide the additional capability that way.

Mr. TRAXLER. Will you expand on that point for the record as to the type of equipment you will be purchasing and its cost, please?

Mr. MCLOUGHLIN. Yes.

[The information follows:]

DISASTER FIELD OFFICE COMPUTER EQUIPMENT AND APPLICATION

For Disaster Assistance operations, FEMA proposes to deploy to each region a network using personal computers that will support local processing in the field, as well as permit the transfer of relevant data to other sites as required.

Equipment and Software: With some variation to accommodate different needs, all operations will include the following types of equipment and software:

File Server—a personal computer (PC) with extended memory and internal storage of variable capacity.

Workstations—PCs, dual floppy disk drives/640K memory (6 to 12 per network), and one additional PC per installation that can also support regional office processing, if necessary, when equipment is deployed to the field.

Printers—one to two letter-quality printers (necessary for correspondence quality requirements, as well as certain Treasury forms) and 2 to 6 high-speed, high-quality dot matrix printers.

Tape Backup—a 60 Mb unit to do backup and archiving.

External Network Storage Disk Drives—250 to 350 Mb of storage per unit, with the ability to link multiple units in any given network for expanded data storage.

Network Interface Cards, Hubs, and Cable—equipment required to link individual workstations into the central file server.

Standby Power Supply/Line Conditioner—electrical control devise that is tied to the file server and the external storage drives. The line conditioner prevents damage from power surges and the standby battery component enables systems to be shut down without loss of data in the event of a power outage (which can be a serious issue in a field office situation).

Network Operating Software—provides the utilities governing the interactions of workstations and access of files in a multi-user situation.

Data-Base Software—an off-the-shelf commercial relational data-base package that supports application development (input, data files, reports, queries) and processing in a multi-user environment.

Off-the-shelf Commercial Package—used to support word processing activities, also in a multi-user network environment.

Program Applications—modules to support delivery of the essential components of disaster assistance, using the application generating capabilities of the data-base software. These customized applications are being developed with support from FEMA ADP staff and contract personnel where resources are not available in-house.

Training. There will also be initial training requirements for technical staff in the regions who will coordinate the use of the equipment and training for program staff in the use of the applications. Technical training will be obtained from certified agents, and the program training will be carried out by FEMA staff.

Telecommunications: Ancillary to data-processing hardware and software is the need for data-quality telecommunications. For this purpose, as well as for improved, dependable communicability with other offices and the public, FEMA will have 5 versatile Private Automatic Branch Exchanges (PABXs) that can be easily transported to and installed at Disaster Field Offices (DFOs). Each PABX will include as many as 100 telephones and can be divided between two DFOs if necessary.

Costs: This system will require $800,000 to $900,000 in FY 1986 for ADP equipment and software plus some $500,000 for the PABXs.

Mrs. BOGGS. Mr. Chairman, I just would like to comment that is probably the most sensible cost that they could possibly propose, because the need for the kind of communication in the field is absolutely the most important of all. When you have had an experience such as we have had in Louisiana, involving times when you have all the state's emergency communications dedicated to one disaster and then another disaster occurs in another part of the state, you really are put in a position of not being able to handle the communications for the second disaster unless there is a local capability. To have these field hearings would be a tremendous help in that regard.

FUTURE ADP EXPENSES FROM THE DISASTER FUND

Mr. **Traxler**. Do you anticipate you will need to use disaster relief funds for ADP costs next year and the year after?

Mr. **McLoughlin**. As we envision it now, this is a one-time buy in fiscal year 1986, although we do expect to spend up to $500,000 next year for two things. One is for software enhancements. The other is for maintenance that we will have to contract for.

Mr. **Traxler**. Will you provide details for the record also?

Mr. **McLoughlin**. Yes.

[The information follows:]

Anticipated Costs, FY 1987 and Beyond

For 1987 and beyond, there will need to be systems maintenance contracts that can ensure on-site response in disaster field offices in the event of equipment malfunction, as well as contract support for maintenance and improvement of applications once the basic functions have been addressed. As FEMA gains experience with the capability of the network in actual working environments, it may be necessary to do some fine tuning to the system configuration. However, there would be only limited, if any, acquisition of additional equipment. Annual maintenance and improvements costs are expected to be $500,000.

RED CROSS CONTRACT

Mr. **Traxler**. What we are keenly interested in is the criteria you may have established, or are using, to determine whether to charge your ADP costs against the Disaster Relief Fund or against your Salaries and Expenses appropriation.

Turn to page DR-12, the first item. The legend states in 1987 FEMA will give $370,000 to the American Red Cross from the Disaster Relief Fund for disaster-related activities. Did you award the American Red Cross a similar contract in 1985 or 1986?

Mr. **McLoughlin**. Yes, we did.

Mr. **Traxler**. In both years?

Mr. **McLoughlin**. Yes, we did.

Mr. **Traxler**. Will you tell us how much that contract was for in 1985?

Mr. **McLoughlin**. It was about $400,000 for 1985, and it will be that order of magnitude in 1986.

Mr. **Traxler**. Is this basically the same contract that has been awarded out of the emergency management planning and assistance appropriation?

Mr. **McLoughlin**. Yes, it is.

Mr. **Traxler**. Why are you proposing to switch the funding source?

Mr. **McLoughlin**. Mr. Chairman, in the early 1970s, the Defense Civil Preparedness Agency, one of the predecessors for FEMA, had a contract with the National Red Cross for the purpose of working on emergency preparedness activities with voluntary and social agencies. That contract was brought into FEMA when it was established in 1979. We continued to fund that from 1979 up until 1985 out of the civil defense fund because that is basically the way in which it was brought into the agency.

What happened, after the Red Cross representatives were in FEMA, was a recognition that Red Cross support for the disaster program was necessary. There has been increasing a use of these people in disaster programs. At the same time it is clear we have had an increased pinch in the CD program with decreased funding in that program. With those two situations, a decrease in the CD fund and an increased use of these people in the disaster assistance program, we have proposed that change in the budget.

USE OF DISASTER ASSISTANCE EMPLOYEES

Mr. TRAXLER. There is a continuing area of concern on the part of the Committee. You recall last year we had a discussion about disaster assistance employees. The Committee had heard rumors there may be people working in the regional offices paid from Disaster Relief Funds but not doing disaster relief fund work. The agency acknowledged that questions about such employment had been raised at various times but had thought those issues had been clarified and resolved. You recall that there was indication by the agency that FEMA had recently revised its policy on the use of disaster assistance employee.

On the other hand, the GAO recently raised questions regarding the legality of certain uses of Disaster Relief Funds. The Committee understands FEMA and the GAO had discussions on this matter and that FEMA has answered some of the GAO's questions and complaints. The Committee will continue to follow this matter so that any appropriate statutory changes can be made, if necessary.

It is important for us to know, however, answers to certain questions. How many disaster assistance employee workyears were paid from the Disaster Relief Fund in fiscal year 1985?

Mr. MCLOUGHLIN. 184.

Mr. TRAXLER. How many of these workyears were utilized at the regional offices?

Mr. MCLOUGHLIN. I will have to supply that for the record.

[The information follows:]

DAE ASSIGNMENTS, FY 1985

Of the 184 Disaster Assistance Employees (DAEs) in FY 1985, all but 24 were assigned to the field: 63.5 workyears in the regional offices and 96.5 workyears to disaster field operations.

Mr. TRAXLER. How many workyears were utilized at the central office?

Mr. MCLOUGHLIN. Yes, sir, we will provide that for the record.

Mr. TRAXLER. Did these employees working in the regional offices and at the central office only perform disaster relief?

Mr. MCLOUGHLIN. I am wanting to say to you 100 percent yes. I don't think any one of us could actually do that and be candid with you. We are aware of your concerns in this area. I remember very specifically Mr. Green's question of last year asking about the use of these employees. We have taken a number of steps this year, including the policy revision that you alluded to, and a very major

Regional Director meeting that the Director was involved in, to assure that we are not misusing our authority. It is important to us to keep this authority.

We could not run disasters without the disaster assistance employees, and it is clearly our intent to use those consistent with the law.

Mr. BECTON. I can assure you, Mr. Chairman, I am very sensitive to that subject. We did have a meeting with all our Regional Directors to take a look at how they are being used and what they are authorized to be used for.

Mr. TRAXLER. The Committee is appreciative of that concern. I am sure the issue will be appropriately addressed.

Is the number of disaster assistance employees doing administrative disaster relief work at the central and regional offices fairly steady from year to year? If not, why?

Mr. McLOUGHLIN. Doing administrative work in the regions?

Mr. TRAXLER. Yes. Disaster relief work.

Mr. McLOUGHLIN. The general answer is yes in both the headquarters and the region. It will fluctuate maybe plus or minus 10 to 15 percent, but it is generally steady.

DISTINCTION BETWEEN DISASTER ASSISTANCE AND FULL-TIME EMPLOYEES

Mr. TRAXLER. The agency pays for disaster relief employees from the salaries and expenses appropriation. In 1987, you are requesting S&E funds to support 144 workyears in the Disaster Relief program. How does FEMA determine how many employees doing disaster relief work in the regional and central offices should be paid from the salaries and expenses appropriation, and how many should be paid from the Disaster Relief Fund? How do you make that distinction?

Mr. McLOUGHLIN. The basic distinction is if the work itself is something we can indeed schedule and is not subject to major change due to the number of disasters, then that ought to be dealt with in the basic permanent staff of 144 people. Those items that are unique to a disaster should be accomplished with the the support of DAEs. If we have one year in which the disaster activity is small versus the next year in which it is large, our comptroller's shop, for example, may need additional persons to support the payment of the increased load of project applications.

But, in general, we expect to run, even in the outyears, with a permanent staff of 144.

COSTS WITH FEDERAL COORDINATING OFFICERS

Mr. TRAXLER. Are the salaries of full-time permanent FEMA disaster relief employees paid from the Disaster Relief Fund when they are temporarily assigned as Federal coordinating officers?

Mr. McLOUGHLIN. No, they are not. They are part of the 144. Their salaries are separate.

Mr. TRAXLER. What account pays for the travel expenses for Federal coordinating officers?

Mr. McLOUGHLIN. The Disaster Relief Fund.

POLICY FOR DISASTER ASSISTANCE EMPLOYEES

Mr. **Traxler**. As the Committee understands it, these disaster assistance employees can only remain on the rolls for 18 months. Is that correct?

Mr. **McLoughlin**. One of the ways to handle the abuses that you have referenced is to be sure that there is a difference between a disaster assistance employee and a permanent employee. Based on the advice of our General Counsel, we have chosen to use two years as a base line period for bringing somebody on the DAE roles. Remember there is a training investment and an experiential investment for these employees.

In order to assure they are not used on a continuing basis, we have established a policy that no disaster assistance employee will be used more than 18 months during a two-year period. A DAE could be used for a month and then off for a month and back on for five months. If there are continuous projects that last as long as 18 months, he must leave the role for six months before he is continued. That is one of the checks we have to assure that people are not misused.

Mr. **Traxler**. While appreciating that answer and understanding it, does that create some inefficiency?

Mr. **McLoughlin**. It could, particularly if you have some very experienced people who then choose to take full-time employment someplace else. However, in many instances, it does not. Many people will work on a given disaster and work on it for four or five months and will not be off for a period of time. They choose this work by design. Many DAE's will stay on the roles for a number of years but will be off the roles for six months in any two-year period.

Mr. **Traxler**. Would the agency have any objection to switching funding from the Disaster Relief Fund to the salaries and expense accounts for disaster assistance employees doing administrative work at the central and regional offices if sufficient additional funds were appropriated to the salaries and expense account?

Mr. **McLoughlin**. Certainly we would live with the Congressional decision. But from our perspective, it would not be a good idea. If we are using these people properly, they are used on a basis that is demand driven, and the demand will never be such that we can predict it from one year to the next. So just like we are asking for a $250 million supplement this year, if we were to ask you for "*x*" number of dollars next year for this type of employee funded under S&E, it would be very difficult for us to make an accurate estimate.

Mr. **Becton**. I would add, Mr. Chairman, if that were to happen, we would put ourselves in, I think, a position for adding to our permanent hire because they would be coming out of the same fund, and we don't want to be put in that position. We think we can keep our records clean by keeping it as it is.

Mr. **Traxler**. I think it should be clear we are only referring to employees doing administrative work at the central and regional offices.

Mr. **McLoughlin**. Mr. Traxler, even there, though, just picking two years for example—this year $663 million was paid out, in 1982 only $115 million was paid out. Clearly there are differences in the support necessary for these payouts to occur. And for us to try to predict at the beginning of a fiscal year what is going to happen in a given year would be very, very difficult.

The thing that could happen is, if you gave us resources on some average basis and then we had a catastrophic year like this year is turning out to be, it would be necessary for us to come back to the Congress and ask for those additional people. This becomes a supplemental appropriation. Even in the administrative area, I believe it would be very difficult. However, we would be glad to explore this with the staff if you would like.

TRANSFER OF OBLIGATIONS FROM DISASTER RELIEF TO SALARY AND EXPENSES

Mr. **Traxler**. We may want some additional information for the record. For the past several years, the agency has been making an end-of-year transfer of obligations from its salaries and expenses appropriation to the Disaster Relief Fund. As the Committee understands it, a portion of the obligations have been transferred for, one, standard level user charges; two, other grants, utilities and communications charges; and, three, supplies and materials. The transfer of obligations totalled some $2.3 million in 1984 and $2.0 million in fiscal year 1985.

Why was a portion of the rent for FEMA headquarters and regional offices charged for the Disaster Relief Fund?

Mr. **McLoughlin**. Mr. Traxler, clearly these are discussions, as you have acknowledged, that are ongoing with GAO right now and have not been concluded. We met with them as recently as last week. The percentage is figured on the number of paychecks to DAE's versus the number to full-time employees. This gives us a different basis each year. It is consistent with the amount of disaster activity, which determines the number of DAE's.

It is necessary to provide headquarters and regional support for the disaster program that is proportional to the level of disaster activity. Our position is, as we are continuing to pursue it with the GAO, these are legitimate and legal expenses within the context of the act.

STATUTORY AUTHORITY FOR TRANSFER

Mr. **Traxler**. Does the agency have statutory authority to transfer funds from its salaries and expenses appropriation to the Disaster Relief Fund?

Mr. **Becton**. Can we have our General Counsel answer? Did you hear the question?

Mr. **Traxler**. Do you have the statutory authority to transfer funds from the salaries and expenses appropriation to the Disaster Relief Fund?

Mr. **Perry**. I think we transfer obligations, don't we?

Mr. **Traxler**. Would you cite the statutory authority for such transfers for the record?

[The information follows:]

DISASTER RESPONSE AND RELIEF STATUTORY AUTHORITIES

The statutory authority for transfer of obligations from the Salaries and Expenses appropriation to the disaster relief appropriation is section 307 of the Disaster Relief Act of 1974 (42 USC 5147) which provides:

REIMBURSEMENT

"SEC. 307. Federal agencies may be reimbursed for expenditures under this Act from funds appropriated for the purposes of this Act. Any funds received by Federal agencies as reimbursement for services or supplies furnished under the authority of this Act shall be deposited to the credit of the appropriation or appropriations currently available for such services or supplies."

We believe that this authority, which may be used to reimburse the appropriation account of other agencies, may be used by FEMA to reimburse its own salaries and expenses appropriation for the same sort of expenses for which it would reimburse other agencies.

Mr. TRAXLER. Any further questions?

Mrs. BOGGS. Yes, please.

Mr. TRAXLER. Mrs. Boggs.

NEW REGULATIONS FOR DISASTER FUNDS

Mrs. BOGGS. You indicated you intend to issue regulations and seek legislation which will broaden the cost sharing arrangements. We expected these proposed regulations to be published during the last couple of weeks. Apparently that has not occurred. When can we expect them, and to what extent is legislation needed to accommodate the changes you want to make?

Mr. McLOUGHLIN. Mrs. Boggs, our schedule requires us to have those regulations in place by the first of October. We are on a very, very tight schedule in order to get them published. We have to publish them by the first of September in order to allow the 30 days before they become effective.

On that schedule, OMB was to have them back to us by the 24th of March. Those were delayed about ten days, but we now have the clearance, and they should be published in the very near future.

COST SHARING FOR DISASTER

Mrs. BOGGS. The current cost sharing arrangement is 75 percent Federal, 25 percent state and local for public assistance and individual and family grants. Now, you plan on an overall level of a 50-50 cost sharing for disaster relief to include other areas previously fully Federally funded. Realistically, how can you expect the urgent disaster relief needs of our citizens to be met at a time when state and local budgets are being hard pressed to absorb financial responsibilities for previously Federally funded activities across the board with no revenue sharing and less community development block grant money?

Mr. McLOUGHLIN. Mrs. Boggs, the 50-50 share you referenced would apply to the public assistance program. There are some legislative changes we will propose in the individual assistance area that will bring the cost share closer to 75-25 in these programs.

In answer to your question about the state and local people, governments are being hard pressed these days. Our position is also driven by the fact that the Federal Government is very hard pressed these days with the Federal deficit. The law clearly indicates that Federal efforts are to be supplemental. This change will probably mean we will not declare as many disasters and will require state and local governments to take on a bigger share of the small disasters. In return for that, we would retain the 75–25 cost share for public assistance as the base level.

In addition, once the costs exceed $10 per capita for a particular local applicant, we would expect to share that at a 90–10 ratio. In return for reducing our share of the costs for the smaller disasters, we will provide a larger share for the larger disasters.

Mrs. BOGGS. Isn't it possible that under such a plan if there are a large number of smaller disasters in a given year the state and local governments would actually have to meet more than 50 percent of the costs?

Mr. MCLOUGHLIN. You are correct. If there is a large number of smaller disasters, we would not expect to declare as many.

Mrs. BOGGS. Your plans call for extending the 75–25 cost sharing arrangement to individual assistance components, temporary housing, crisis counseling, disaster and unemployment assistance, and so on. There seems to be serious concern that to put these programs on a cost sharing basis would largely make them unworkable. Temporary housing, for example, relies on an ability to get money for three months housing out quickly to the disaster areas, with no time for delay or elaborate verification for the use of the funds.

Complications associated with cost sharing are likely to impede this urgent, immediate need for the temporary housing program. Have you examined that potential impact?

Mr. MCLOUGHLIN. We have considerable experience with the individual and family grant program, which, as you have indicated, statutorily requires a 75–25 share. There are essentially no delays due to the lack of money in this program because, on request, we will advance the state their 25 percent share if that becomes necessary. So money should not be a delaying factor.

Our expectation is that in other areas such as in temporary housing, the same type of arrangements could be made. The 25 percent share in this program would not necessarily be a cause for delay of delivery and services. It is incumbent upon us to find ways to assure that the 25% share does not cause delays in the delivery of services.

HAZARD MITIGATION

Mrs. BOGGS. I am pleased to see the changes will include some administrative streamlining measures and a special conference for disaster mitigation. Would you care to explain some of these planned changes?

Mr. MCLOUGHLIN. Yes. As you have acknowledged, we believe there is a payoff in the hazard mitigation area. Assuming the Congress approves five percent of the permanent restorative work would be made available for a 50–50 match for hazard mitigation activities.

These hazard mitigation activities will have to be part of a larger overall strategy for activities that are not available from other Federal programs. On an annual basis, about $5.2 million would be available for hazard mitigation work. We believe the payoff will be at least dollar for dollar, and hopefully more than that in reduced disaster relief costs.

In the temporary housing area, some of the program changes that we are making right now have indeed saved the fund about $2.3 million in the past year. That is a 56 percent saving over the old method. Not only is there a savings of dollars, but, we have also decreased the time it takes to get dollars and service to the individual from about 31 to 54 days, to about 15 days. These are significant improvements.

PUBLIC ASSISTANCE

Mrs. BOGGS. Thank you very much.

Getting back to the public assistance portion of the cost savings, which would be achieved largely by applying a formula using population and an index of ability to cope with disaster costs to arrive at an amount for which a state or locality will be responsible before the 75–25 cost sharing goes into effect, it will obviously take a major disaster for an area to qualify for any Federal assistance, is that true?

Mr. MCLOUGHLIN. That is correct.

Mrs. BOGGS. I understand in my own state the cost will be about $2 million for the state and about three-quarters to $1 million for the City of New Orleans before there would be eligibility to begin the 75–25 cost sharing with the Federal Government.

How is this going to work between the state and local governments? Do both deductibles, if you will, have to be met, or can the city qualify without the state having yet spent the $2 million per disaster?

Mr. MCLOUGHLIN. Let me put the answer first in a broad context, Mrs. Boggs, and then respond specifically to your question. The law requires disaster assistance to be supplemental. In the past, we have been severely criticized for the lack of good criteria for determining state capability. We looked at several indicators including budget, per capita income, representative tax system, gross state product, and total taxable resources as measures of capability.

Budget, for example, is more an indication of willingness to tax rather than capability of a state. After considerable study, we decided that for the near future per capita is the most reasonable way of measuring capability. We established a $1 per capita as the basis for the disaster declaration. One dollar per capita is about one-tenth of one percent of the average state budget. So we believe this is not an unreasonable burden. So it will take $1 per capita, or in excess of that, in public assistance for a declaration conditioned by additional judgmental factors, such as recent disaster history. If a state has two disasters within a period of six months, that is a different story than if this is the first one it has had in six years.

So there is a base line dollar indicator that is adjusted for the wealth of the state by using a correction factor of the state per capita income over the national average per capita income. With this adjustment, each state will have a base line indicator for declarations. Once the declaration is made, a community would be asked to pick up the first $2.50 per capita for public assistance. Between $2.50 and $10, we would share 75–25. If the disaster were large enough to exceed $10 per capita, we would share 90–10. So these are decisions to be made. First, is the declaration, and second is the cost share on individual projects.

Mr. **Becton**. Mrs. Boggs, from an overall general standpoint, we have four goals in this proposal: uniformity, consistency, timeliness and certainly fairness. We think that by making those changes, we can approach each state in a far fairer way.

For example, some states have "some surpluses" but yet other states may not, for whatever reason. We are trying to take that into consideration, as well.

SAINT AUGUSTINE, ALASKA

Mrs. **Boggs**. Thank you.

I was just wondering about the difficulties with Saint Augustine in Alaska. Is that going to cause——

Mr. **McLoughlin**. At the present time, we have no indication there is a disaster request imminent. With respect to your previous question, we do plan an in-depth briefing on Friday of this week for the Congressional staffs on our proposals in the disaster relief program.

Mrs. **Boggs**. Thank you very much. Thank you, Mr. Chairman.

Mr. **Traxler**. Mr. Green.

Mr. **Green**. I simply have three questions on crime insurance I would like to submit in writing to be answered for the record.

[The information follows:]

QUESTIONS SUBMITTED FOR THE RECORD BY MR. GREEN

CRIME INSURANCE

Question: I understand that once a state certifies it will develop an alternative program, you will prevent that state from coming back into the program even if Congress reauthorizes it, as we have done. Now I understand you claim the authority to do this under the general provision of the enabling statute which provides for terminating eligibility if crime insurance is available through the normal market or under a state program. It seems to me that you led these state commissioners to believe that the federal program was ending and that this would be their only chance for federal assistance. Do certifications, obtained under those circumstances, indicate anything about the availability of private insurance?

Answer: Our letters to the insurance commissioners have consistently pointed out the impossibility of predicting for certain whether the Federal Crime Insurance Program would be reauthorized, and we believe that the substance of our letters has enabled each commissioner to make an informed choice. The only likelihood we suggested to each commissioner was that there might be a period of time in which the Congressional authority for the program would not be in effect and in which we would be authorized to make one-time payments.

As required under the Act, we have consistently given great weight to the determinations of individual insurance commissioners as to whether there existed in their States a critical problem of crime insurance availability that was not being addressed at the state level. Consequently, we regard the certification by an insurance commissioner that he will develop an alternative program as being in itself a basis for our finding that there will no longer exist so critical a problem as to justify making Federal crime insurance available in that State. So long as the commissioner's determination was not refuted by other information, we would not continue to make Federal crime insurance available in such a State, nor would we see any basis for making it available at a later time. Thus, there would never be an instance of our preventing any State "from coming back into the program even if Congress reauthorizes it."

We are convinced that the certifications by insurance commissioners, who are responsible for assuring that the insurance needs of their citizens are met, are entitled to full recognition and that they accurately indicate the conclusion of the commissioner that either private insurance is now available or that the commissioner will be successful in making it available through whatever combination of State and private initiatives he believes are necessary to resolve the problem.

Question: In how many of those states will the state law have to be changed in order to bring commercial and residential crime insurance into the insurance plans for those states? In how many of those states in which the law has to be changed are the State Legislatures still in session and in how many of those have bills actually been introduced to set up crime insurance plans?

Answer: The Federal Insurance Administration is not in a position to render a legal opinion as to the powers of the individual insurance commissioners under the laws of their States. Because of the very small number of Federal Crime Insurance Program policies involved in most of the certifying States, we feel that there are mechanisms that could be employed by some of the commissioners which would avoid raising a question as to whether statutes would have to be changed. We are not aware of any legislation having been introduced in any of the certifying States.

The terms of the various state legislatures differ, but although much, if not all, of their current legislative business is behind them, the procedure of holding special sessions to deal with special problems is not unprecedented and such matters would be within the ability of the insurance commissioners and the governors to deal with.

Question: Have you considered affordability to be a critical element in determining if access to and availability to insurance policies other than the Federal insurance program?

Answer: We recognize that the Act speaks of the issue of affordability. Although the Act provides no precise definition, we have always considered it a critical element in our administration of the Federal Crime Insurance Program. The operation of pooling facilities such as the FAIR Plans (Fair Access to Insurance Requirements) in various States provides insurance mechanisms for addressing affordability problems in the fire insurance area by distributing losses among all insurers doing business in a particular State. Our letters to insurance commissioners providing guidance on suggested methodology for developing alternative sources of crime insurance have specifically included for their consideration state statutory crime insurance pools which would likewise recognize affordability as a critical element.

Mr. **Traxler**. Mr. Becton, the Chairman appreciates your statement. The Chairman personally wants to hear it, and welcome you this afternoon.

Thank you, gentlemen.

Afternoon Session

INTRODUCTION

Mr. **Boland**. I was tied up this morning, but I am delighted to welcome you and your staff this afternoon. This is your first appearance before this Committee. Have you been to the Hill before, to any other Committees?

Mr. **Becton**. Yes, I have. Both in my current job and the last two.

Mr. **Boland**. This is a nice, easy climate up until markup time, and then it becomes more difficult. Most of those who are listed as witnesses have been here before, except I don't think we have met Jim McNeill. Where are you? Have you ever been here before?

Mr. **McNeill**. No, sir, I haven't.

Mr. **Becton**. Today is Jim's birthday.

Mr. **Boland**. You are sitting at the end of the table. I remember when I first joined this Committee, I was at that end of the table, on this side. Mr. Thomas was the Chairman of the Committee at that time. He was a tall member from Texas, tall in stature, tall in ability and about everything else, and one of the kindest men under whom you would want to serve. He would always say to the witness after he was through, "Thank you very much, and nice to have you, and good luck." And I would say, "And you all need it." But that wasn't always so.

Let's see, everybody else, I guess, has been here. Where is Barbara?

Mr. **Becton**. Right behind me, sir.

Mr. **Boland**. We always have the Budget Officer way up front here. When were you promoted?

Ms. **Jacobik**. January.

Mr. **Boland**. She is one of the good ones, let me say. Bill Jones, of course, is a favorite of ours. He has been up here before us for some time, too.

Mr. **Becton**. There are two other members I am not too sure have been here. My Deputy, Bob Morris, the young fellow with the white hair back there, and, of course, the Acting Associate Director for Emergency Operations, Dr. John LaBarre.

Mr. **Boland**. We are glad to have you.

Mr. **Becton**. Oh, and most importantly, my Deputy Chief of Staff, Bill Tidball, who took the place of our Executive Administrator.

Mr. **Boland**. We are glad to have all of you.

Mr. LaBarre, you have been before Committees previously, haven't you?

Mr. **LaBarre**. I have appeared before Committees on the Hill from previous jobs.

Mr. **Boland**. You were engaged in some intelligence activities with some of the agencies, as I understand.

Mr. LaBarre. Yes, sir.

Mr. Boland. You never appeared before the Intelligence Committee while I chaired it, though. Were you ever up there?

Mr. LaBarre. Yes, sir. Several times.

Mr. Boland. Did you enjoy those?

Mr. LaBarre. They were always fun, sir.

REQUEST

Mr. Boland. Anyway, we are delighted to welcome you. You have a statement, and we will be glad to hear from you.

Let me indicate you have the figures in your statement, but let me just repeat them here. The request for this year is $469,250,000. That is a reduction of $393,551,628 with the largest reduction coming in Disaster Relief of $245,700,000. We have included your supplemental appropriation request in the proposed supplemental, for $250 million for Disaster Relief.

Why don't you go ahead with your statement? We can then proceed with general questions and hopefully get through salaries and expenses this afternoon, and conclude tomorrow.

Mr. Becton. I appreciate the opportunity to appear before you and your Committee. You have already met the senior members of the FEMA family. They are all here, primed, and hopefully ready to respond to all your questions.

I would like to submit my prepared statement for the record so we can have more time for questions.

Mr. Boland. Why don't you do that, fine.

Mr. Becton. I should point out this is my first appearance before your Subcommittee. I became the Director of FEMA on the 7th of November. This week starts my sixth month. I have been here five months and three days, to be exact, and I can tell you it has been a very, very busy five months. Life at FEMA has not been dull. A great deal of my time has been taken up with budget matters interspersed with natural disasters on the East Coast, in the Midwest, and on the West Coast. I have also had an opportunity to visit all ten of my regions.

Additionally, we have had a wide variety of other things to keep us busy, ranging from representation of our Government on a senior NATO Committee, where we have one of our senior people today trying to sort out our problems with the Emergency Broadcast System in Hawaii.

Based upon my observations and all reports I have received, I am proud to report FEMA is fulfilling its mission, which is to serve the public in time of emergency and to assist state and local governments in their preparedness roles.

I must tell you I have been thoroughly impressed with the many success stories with which FEMA has been associated. My highest priority has been to establish credibility and integrity within the FEMA family, as well as our competency as an agency. I consider the past to be behind us, but I also consider the past to be prologue.

I have taken careful note of the 1985 Committee reports, particularly with regard to management practices and expending resources in line with the budget. We are determined to live within that budget. Staffing plans have been developed in line with the budget, and they are the basis for salaries and benefit expenditures.

Our first quarter 1986 salaries and benefits spending was within five-tenths of one percent of the target. We are reducing the bulge at the high end of the rate structure. The average GS and GM grades abolished as a result of a recent RIF that we underwent for 158 positions was 11.4. We intend to continue refining these financial management initiatives that are vital to meeting our responsibilities and continuing our programs during a period of reduced spending.

I assure you that we are certainly prepared to comply with and follow the Committee's policies and procedures. While I believe we are on track, in all candor, the absence of certain funds and flexibility does make it rather difficult for us to do everything that I believe we should be doing.

Mr. Chairman, again I appreciate the opportunity to be present and make this request. We are ready for your questions. I have asked my colleagues not to be reluctant to speak up if they have the expertise in a particular area.

Mr. BOLAND. No, this is one place where free speech is granted, I must say. Thank you, Mr. Director.

[The statement of Julius W. Becton, Jr. follows:]

STATEMENT

OF

THE HONORABLE JULIUS W. BECTON, JR.

DIRECTOR

FEDERAL EMERGENCY MANAGEMENT AGENCY

BEFORE

THE SUBCOMMITTEE ON HUD-INDEPENDENT AGENCIES

COMMITTEE ON APPROPRIATIONS

HOUSE OF REPRESENTATIVES

APRIL 9, 1986

Mr. Chairman and Members of the Subcommittee:

We appear before you today to present testimony on the budget request of the Federal Emergency Management Agency (FEMA) for Fiscal Year 1987.

The total requested for all appropriations is $469,250.000. The outlay request is $589,567,000; and FEMA's full-time equivalent needs are estimated at 2,315. Compared to 1986, appropriations decrease by $393,552,000, outlays decrease by $357,094,000, and full-time equivalents increase by 11. The major reason for these decreases is the one-time request in 1986 for a supplemental for the Disaster Relief Fund. The 1987 Budget request for FEMA operating accounts is $369,250,000, a decrease of $30,362,000 under 1986. The specifics of these changes are detailed in the Budget Justification.

In line with the need to reduce the Federal deficit, the budget request for 1987 for operating programs is close to those levels established after reductions are taken under the Balanced Budget and Emergency Deficit Control Act of 1985 in most programs. The major exceptions are the Government Preparedness program which has a major increase, the Training and Fire programs which have a major decrease, and Flood Plain Management and administering the National Flood Insurance Program for which support is requested through the National Flood Insurance Fund. Reaching the levels mandated for 1987 by this legislation will require more cost sharing on the part of State and local governments, private organizations and individuals as well as the elimination of some programs.

BALANCED BUDGET AND EMERGENCY DEFICIT CONTROL ACT OF 1985

The 1986 appropriated levels for the Salaries and Expenses, Emergency Management Planning and Assistance and the Disaster Relief Appropriations have been reduced by 4.3 percent in order to comply with the provisions of the Balanced Budget and Emergency Deficit Control Act of 1985. In addition, the administrative expenses of the National Insurance Development Fund and $10,000,000 in funds intended for grants to States to assist them in setting up their own crime insurance programs have been reduced by 4.3 percent. The 1986 columns of our Budget Justifications reflect the 4.3 percent reduction in all programs as required by statute. I wish to advise the Committee that FEMA intends to propose a reprogramming action in order to maintain the Federal, State and local infrastructure while reducing some programs targeted for elimination in 1987.

CIVIL DEFENSE

The request for the Civil Defense Programs is $126,565,000 and 508 workyears, a decrease of $4,250,000 and an increase of 8 workyears from the 1986 current level. This is an overall reduction of 3 percent with one-half of this amount being made up by State and local government through higher cost sharing in resident training at the FEMA National Emergency Training Center. Deficit reduction necessitates proposing a second year of retrenchment in Civil Defense. During 1986, direction of the program is being addressed.

The Civil Defense Activity seeks to stress the preparedness elements common to all emergencies and at the same time to address and strengthen those elements unique to specific types of emergencies. Preparedness for natural disasters, such as hurricanes or floods, and preparedness for man-made calamities, such as chemical spills or nuclear attack, are in many respects interchangeable. Response and recovery capabilities common to most emergencies are obtained through preparedness programs that address warning, direction and control, resource management, evacuation, in-place sheltering, maintenance of law and order, health and medical services, and government preparedness. These capabilities are obtained through emergency planning, development of supporting systems, and training and education programs with the ultimate objective being to save lives and protect property threatened by any and all hazards. During 1987, FEMA will continue to revise guidance and develop support materials which will assist State and local governments in building functional emergency management capabilities. Civil Defense funds made available to States for attack preparedness may be used for preparing for, and providing emergency assistance in response to, peacetime disasters to the extent such use is consistent with, contributes to, and does not detract from attack-related preparedness.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING

The request for Comprehensive Emergency Preparedness Planning is $9,035,000 and 61 workyears, an increase of $408,000 and 10 workyears over the 1986 current level.

This increase of $408,000 reflects restoration of reductions under the Balanced Budget and Emergency Deficit Control Act of 1985, amounts necessary for within-grade increases and increases for cost inflation in other objects of expense. The increase in workyears is requested to enable the Agency to achieve the targeted workyears in the 1986 Current Estimates. The Comprehensive Emergency Preparedness Planning activity is designed to enhance State and local capabilities to prepare for, respond to, and mitigate disasters and emergencies arising from earthquakes, hurricanes, hazardous materials incidents, and unsafe dams. Of particular note are the Disaster Preparedness Improvement Grants Program through which Disaster Relief Fund monies are provided to States for natural disaster preparedness and prevention planning and the Earthquake Program which enables FEMA to carry out its lead Agency responsibilities under the Congressionally mandated National Earthquake Hazards Reduction Program (NEHRP).

RADIOLOGICAL EMERGENCY PREPAREDNESS

The request for Radiological Emergency Preparedness is 60 workyears and $6,500,000, an increase of $302,000 and a decrease of 2 workyears from 1986. In 1987, legislation will be proposed to establish a fee structure through the Nuclear Regulatory Commission so that the owners of commercial nuclear power plants would reimburse the Treasury for 50 percent of the FEMA costs associated with offsite emergency response planning. For example, of the

$6,500,000 and 60 workyears requested for this program in 1987, $3,250,000 would be collected by the Nuclear Regulatory Commission (NRC) and forwarded to the Treasury to offset the costs of this program.

FEDERAL PREPAREDNESS

The request for Federal Preparedness is $177,911,000 and 897 workyears, an increase of $32,486,000 and 16 workyears over 1986. The major portion of this increase is in the Government Preparedness program, partially offset by reductions of 10 workyears in the Resources Preparedness and 1 workyear in the Mobilization Preparedness programs.

TRAINING AND FIRE PROGRAMS

The request for Training and Fire Programs is $11,914,000 and 84 workyears, a decrease of $10,493,000 and 4 workyears. The reduction is attributable to elimination of funding for the U.S. Fire Administration and no funding requested for a western training facility, student travel stipends and costs associated with providing lodging at the Emmitsburg campus, as discussed below.

U.S. Fire Administration

The 1987 request proposes the elimination of funding for the U.S. Fire Administration for a savings of $7,364,000 and 22 workyears.

In calling for this funding reduction in 1987, we are asking the State and local governments, the private sector and volunteer organizations to share in the supporting and maintaining of the fire safety programs. For example, the "Partnerships in Fire" program provides small grants to local community organizations for local fire prevention activities. This is a popular program, and worthwhile; however, it could be performed by states and localities without Federal money.

Let me state very clearly that this request does not reflect on the quality of the U. S. Fire Administration's programs. The reality of the deficit is such that in developing this budget, all programs have been scrutinized. In no way should these actions be interpreted as a lack of support for the Nation's firefighters. For over a decade, the U. S. Fire Administration has provided a coordinated Federal focus for State and local fire prevention and protection initiatives. Much of our effort has been to build the capacity in communities to sustain fire safety programs. Eliminating programs is not an easy decision, even if it is a necessary one. We feel that many of the programs initiated by the U. S. Fire Administration can and will be continued at the State and local level.

Western Training Facility

No funds are requested for the establishment or operation of a western training facility. The demand for training appears insufficient to justify a new institution. Moreover, the number of students applying for training will probably decline as a result of the requirement for higher levels of State and local cost sharing for training at the National Emergency Training Center. Elimination of funding for a western training campus results in a reduction of $2,118,000 and one workyear below the 1986 level, for both Civil Defense and Training and Fire Programs.

As part of its reprogramming request in 1986, FEMA will propose deleting funds available in 1986 for development of the western training facility.

Cost Sharing for Training

The 1987 request includes a government-wide initiative to require more State and local cost sharing for training. FEMA proposes that students pay for their own travel to training courses at our National Emergency Training Center and also pay a lodging fee. This lodging fee, estimated at $1,020,000 for civil defense and non-civil defense programs, will be collected and used by FEMA to provide for part of the cost of maintenance at the resident training facility in Emmitsburg, Maryland. The reduction for travel stipends will save the Federal Government a total of $2,500,000 in civil defense and non-civil defense programs. The Federal Government will continue to pay a significant share of the costs at Emmitsburg including instructors' salaries, supplies, site administration, utilities, local travel and the like. Additional cost sharing will not lessen the excellence of our academic offerings.

FLOOD PLAIN MANAGEMENT
AND
NATIONAL FLOOD INSURANCE FUND

In 1987, FEMA proposes to make the National Flood Insurance Fund self-supporting and to fund both the Flood Plain Management Program and the administrative costs associated with the National Flood Insurance Program from the National Flood Insurance Fund. This is identical to the 1986 proposal with one exception: the fund will be self-sufficient one year earlier, i.e., in 1987 rather than in 1988.

The estimates for 1987 include a maximum premium increase of approximately 27 percent. However, the approach actually used to reach the self-supporting goal will involve a smaller premium increase combined with coverage changes and optional deductibles. The combined effect will eliminate the Federal subsidy for this activity and shift the burden from the taxpayer to those who are the primary beneficiaries. No appropriation is requested in 1987 for debt payment.

MANAGEMENT AND ADMINISTRATION

The request for Management and Administration is $30,738,000 and 354 workyears, an increase of $2,662,000 over 1986 and a decrease of 21 workyears. Importantly, this increased base includes $1,064,000 to restore Standard Level User Charges not included in the 1986 Budget and $246,000 to permit the Agency to maintain the minimal level of administrative support necessary for efficient operation. The increase is also essential to pay for increases in the cost of operations at or below current levels of activity. These increases are imposed by suppliers and include such items as space rental, telephones, supplies, maintenance and machine rentals.

NATIONAL INSURANCE DEVELOPMENT FUND

The 1987 request for the crime insurance program assumes that this program will end on April 30, 1986, as provided for in P.L. 99-267.

DISASTER RELIEF FUND

For 1986, FEMA requests a supplemental of $250,000,000 because of the large numbers of declared disasters as well as the high cost of some of these disasters in the fall of 1985.

For 1987 and beyond, legislation to amend the Disaster Relief Act of 1974 and changes to regulations are being developed that propose to reduce the Federal share of funding for disaster assistance. Cost sharing at approximately 75 percent Federal funding and 25 percent State and local funding will be applied to Individual Assistance, and a sliding scale of cost-sharing will be applied to Public Assistance to achieve an overall 50 percent Federal and 50 percent State and local cost sharing. This sliding scale will ensure appropriate Federal support for exceptionally severe disasters. The budget request for 1987 is $100,000,000 which will be augmented by $50,000,000 in anticipated recoveries from declared disasters where, in effect, the actual costs of disaster assistance were less than the amounts estimated and obligated.

EMERGENCY FOOD AND SHELTER

No funding is requested for the Emergency Food and Shelter program for 1987.

Thank you, Mr. Chairman. My staff and I will be pleased to answer any questions.

Federal Emergency Management Agency
Washington, D.C. 20472

BIOGRAPHICAL SKETCH
LIEUTENANT GENERAL JULIUS W. BECTON, JR.
UNITED STATES ARMY (RETIRED)

Julius W. Becton, Jr. was confirmed by the Senate as director of the Federal Emergency Management Agency (FEMA) on October 28, 1985. FEMA is the central point of contact within the federal government for a wide range of disaster and emergency activities in both peace and war.

Becton, 59, was previously the director of the Office of U.S. Foreign Disaster Assistance, Agency for International Development, which is charged with coordinating the provision of all U.S. government foreign disaster assistance.

On August 31, 1983, General Becton retired from active service as Deputy Commanding General (Training) of the U.S. Army Training and Doctrine Command and the Army Inspector of Training.

Becton served in combat at the end of WWII in the Pacific theatre of operations with the 93rd Infantry Division as a platoon leader; in Korea with the 2nd Infantry Division as a platoon leader, executive officer, and company commander; and in Vietnam as commander of the 2nd Squadron, 17th Cavalry, 101st Airborne Division.

He was the Commanding General of the legendary 1st Cavalry Division at Ft. Hood, Texas from February 1975 to November 1976, and he commanded the VII Corps in Stuttgart, Germany from October 1978 to June 1981.

Other assignments have included the Office of the Assistant Chief of Staff for Operations in Verdun, France; manpower analyst in the Office of the Chief of Staff, U.S. Army; Commander of the 2nd (St. Lo) Brigade, 2nd Armored Division; Chief of Armor Branch, Officer Personnel Directorate, Office of Personnel Operations; Deputy Commander of the U.S. Army Training Center, Infantry, Fort Dix, N.J.; and Commander of the U.S. Army Operational Test and Evaluation Agency.

From December 1943 until August 1983, Becton moved through the Army ranks from Private to Lt. General. His decorations include the Distinguished Service Medal, the Silver Star with one Oak Leaf Cluster, Legion of Merit with one Oak Leaf Cluster, Purple Heart with one Oak Leaf Cluster, Army Commendation Medal with one Oak Leaf Cluster, Air Medal with "Valor" Device and four Oak Leaf Clusters, the Knight Commanders Cross (Badge and Star) of the Order of Merit of the Federal Republic of Germany, and the Vietnam Gallantry Cross with one Palm and one Silver Star.

General Becton earned a Bachelor of Science Degree from Prairie View A&M College, and a Masters Degree from the Institute for Defense Analysis of the University of Maryland. He attended a number of military courses including the Command and General Staff College, Armed Forces Staff College, and the National War College.

He was born in Bryn Mawr, Pennsylvania. He is married to Louise Thornton Becton, and they have five children.

November 1985

Federal Emergency Management Agency
Washington, D.C. 20472

BIOGRAPHICAL SKETCH
JAMES P.McNEILL

James P. McNeill has been nominated by the President to be the Associate Director of the Training and Fire Directorate of the Federal Emergency Management Agency. The nomination is pending Senate confirmation.

McNeill will oversee the operation of FEMA's National Emergency Training Center. The Center is the home of the National Fire Academy, Emergency Management Institute and U.S. Fire Administration.

FEMA is the federal coordinator for comprehensive management in man-made and natural disasters and emergencies. The training center was established to advance the development of professionals who plan and respond to these incidents by delivering training programs which supplement those available at the state and local level.

McNeill, 52, has spent more than 20 years working in the education and training field, including positions as a corporate training director in the chemical industry and as associate superintendent for the National Fire Academy. He spent more than seven years in financial and employee relations management, and five years in national and civil security matters with FEMA and the Department of Defense. He has had extensive involvement in numerous educational programs, particularly in the areas of public policy, group dynamics and counter-terrorism.

McNeill has been active in managment and training, specializing in educational methodology and the development and evaluation of education and training programs. He has conducted management training programs for technical managers in Europe, Mexico and the United States.

At the National Fire Academy from 1977-1979, McNeill was responsible for all administrative operations and participated in the development of the Academy's initial curriculum planning. He developed the decision package for the Congress for the purchase of the Academy's Emmitsburg, Maryland, site, and was responsible for the initial site occupancy and planning, including subsequent merger of the NFA with the Emergency Management Institute.

McNeill received his undergraduate degree from Cathedral College in New York, and his M.B.A. degree from New York University. He has completed his Ph.D. course work at New York University also.

He was born in New York, N.Y. He and his wife Jacqueline live in Olney, Maryland. They have four children.

October, 1985

JOHN B. K. LA BARRE
Acting Associate Director
Emergency Operations

Dr. La Barre was born on January 14, 1943, in New York City. He is married and has three children.

Dr. La Barre graduated from Princeton University in 1964 with a BSE (Honors) in Electrical Engineering. He subsequently was awarded an MSE in Electrical Engineering in 1965 and a PhD in Computer, Information and Control Engineering in 1969, both by the University of Michigan. Dr. La Barre was a Distinguished Graduate of the National War College class of 1976.

Dr. La Barre worked for the Systems Engineering Laboratory, University of Michigan, from 1965 to 1969, as an Assistant Research Engineer in the areas of electronic countermeasures and time-varying control systems. From 1969 to 1972 he was a Technical Staff Member at Sandia Laboratories, where he was responsible for the analysis and evaluation of advanced nuclear weapon systems and technologies. Dr. La Barre joined the Atomic Energy Commission in 1972 as a Senior Technical Analyst, with responsibility for U.S. and foreign nuclear force posture assessments. In 1977, he was promoted to Assistant Director for Intelligence and managed the intelligence staff of the Energy Research and Development Administration,. Subsequent positions in the Department of Energy from 1977 to 1981 included Director, Office of Current Assessments, and Director, Senior Intelligence Officer Support Staff. Dr. La Barre was appointed Deputy Assistant Secretary for International Intelligence Analysis in early 1981 and was charged with managing the Department of Energy Foreign Intelligence Programs and with representing the Department of the National Foreign Intelligence Board. In February 1982 the Director of Central Intelligence appointed Dr. La Barre, Deputy Director, NEISO. He served in this position until joining the Federal Emergency Management Agency as Acting Deputy Associate Director, Emergency Operations, in September 1983. He was appointed Acting Associate Director, Emergency Operations in April 1986.

April 1986

Federal Emergency Management Agency
Washington, D.C. 20472

BIOGRAPHICAL SKETCH

CLYDE A. BRAGDON, JR.

Clyde A. Bragdon, Jr., the Administrator, United States Fire Administration, was nominated for this position by President Ronald Reagan on April 18, 1984. Chief Bragdon retired in March 1984 after nearly thirty-two years in the fire service--the last twenty of which were in management positions.

Chief Bragdon, at the time of his retirement, was County Forester and Fire Warden and Fire Chief of tne County of Los Angeles. In addition, he was Fire Chief of the forty-four cities served by the Los Angeles County Fire Department.

He was an active member and officer in several local, state and national professional organizations. He is a graduate of the University of Southern California School of Public Administration.

A native of Massachusetts and long-time resident of California, he and his wife Dal, have five sons.

As Administrator of the U.S. Fire Administration, a part of tne Federal Emergency Management Agency, he will be responsible for administering the delegated provisions of the Fire Prevention and Control act, working in concert with state and local governments and private sector organizations through programs designed to reduce this Nation's fire deaths and injuries and property and economic losses from fire.

6/1/84

WILLIAM C. TIDBALL

William C. Tidball serves as the Deputy Chief of Staff for the Director of the Federal Emergency Management Agency (FEMA). He has served in that position since January, 1986.

Prior to the assignment to his present position, Mr. Tidball served as the Deputy Regional Director for FEMA's Region VI Office located in Denton, Texas. Region VI serves as the FEMA Headquarters for the States of Arkansas, Louisiana, New Mexico, Oklahoma and Texas.

Mr. Tidball, a Federal executive for 20 years, has served as the FEMA Region VI Division Director for Planning and Preparedness and in several capacities with FEMA predecessor agencies in the Dallas/Fort Worth area including: Deputy Regional Director for the Federal Disaster Assistance Administration, Assistant Regional Director for Government Preparedness for the Office of Emergency Preparedness, and Regional Public Information Officer for the Office of Civil Defense.

During his career, Tidball has worked in a variety of emergency activities including the Wage-Price Freeze in 1971, flood disasters from Johnstown, Pennsylvania to Phoenix, Arizona, hurricanes Camille, Celia and Agnes and served as the on-scene Federal Coordinator at Fort Chaffee, Arkansas during the exodus of Cubans in 1980.

2/27/86

Biography of Barbara A. Jacobik

Barbara A. Jacobik was born in Providence, Rhode Island, on February 23, 1951. She received a BA degree in Biology from the University of Connecticut in 1972.

Mrs. Jacobik began her career with the Federal Government in 1975 as a Budget Analyst with the National Bureau of Standards in the Department of Commerce. In 1976, she transferred to the Regional Development Program, also in the Department of Commerce, where she continued to work as a Budget Analyst until the birth of her second child in 1981. In 1983, she began her career with the Federal Emergency Management Agency where she served as a Budget Analyst, Supervisory Budget Analyst, and as Acting Budget Officer, from July, 1985 until January 19, 1986, when she became the Budget Officer on a permanent basis.

REDUCTION IN FORCE

Mr. **Boland**. Last year FEMA did not have sufficient salaries and expenses funds to support the number of employees that it had on board. This shortfall in S&E funding was a continuation of the 1984 experience, which was not a very happy one. And early in 1985, FEMA instituted a hiring freeze and travel restrictions. Through attrition, the number of employees was reduced to a level that could be supported with available funds.

Unfortunately, attrition and the need to reduce the size of some offices left the agency with an organizational imbalance, so a reduction in force was necessary to correct that imbalance. FEMA estimated there would be a reduction of approximately 200 full-time permanent positions. Did I hear you say there were 158 RIFed?

Mr. **Becton**. That is 158 here in Washington, and we estimate another 45 or 50 in the regions.

Mr. **Boland**. So that is about 200 full-time positions?

Mr. **Becton**. That is correct.

Mr. **Boland**. Has the RIF been completed?

Mr. **Becton**. The RIF has been completed. That is, for the Washington portion of it, but not for the regions.

Mr. **Boland**. How many employees were involuntarily separated under the RIF?

Mr. **Becton**. Twenty-nine.

Mr. **Boland**. How many employees selected an early-out retirement?

Mr. **Becton**. I believe that number is 69.

Mr. **Tidball**. Sixty-five.

Mr. **Boland**. How many employees are currently on board?

Mr. **Jones**. We have 2,141 full-time, permanent, salaries and expense employees on board.

HIRING AND TRAVEL RESTRICTIONS

Mr. **Boland**. Have the hiring and travel restrictions been lifted?

Mr. **Becton**. They have not been lifted. We are looking to the second operating plan, which, in part, was submitted to this Committee within the past two days, I believe. We are working to determine exactly how much funding will be available to the various program managers in which they can make that determination as to where the money should be used for some hiring, promotions, upward mobility or travel.

Mr. **Boland**. Do you anticipate the need for any furloughs during fiscal year 1986?

Mr. **Becton**. At this time we do not.

REGIONAL REDUCTION-IN-FORCE

Mr. **Boland**. What do you estimate the number of RIFs would be in the regional offices? Did you say around 50?

Mr. **Becton**. We anticipate there will be up to 50 positions, and the number of people who will walk out, we don't know yet. We are in the process of dealing with OPM for an audit that was made for the agency back in 1983, and in my conversations with Connie Horner, we will work out the details.

Mr. **Boland**. Last year this Committee indicated some concern in our Committee report over employment reductions in the regional offices. What should be the role of the regional offices in this area?

Mr. **Becton**. In the area of carrying out the reductions——

Mr. **Boland**. Yes.

Mr. **Becton** [continuing]. Or the area of carrying out their mission?

Mr. **Boland**. No, I would think the area of the reductions that are essential in order to meet the needs of the agency itself.

Mr. **Becton**. The reduction basically will be in those positions that are unfunded, and they will be basically in one primary area, that is continuity of government, in those regions that do not have a specific mission.

Mr. **Boland**. Last year tables were submitted, appearing on pages 107, 108, and 109 of last year's hearing, relative to the number of work years by program and location for 1984, 1985, and 1986. Will you provide an update on those tables for 1985, 1986, and 1987?

Mr. **Becton**. We will provide that for the record.

[The information follows:]

Mr. Green. On the regional offices, is it your intention to continue with the ten regional offices?

Mr. Becton. That is correct, sir.

GS-12 AND ABOVE EMPLOYEES

Mr. Boland. Last year FEMA indicated that as of April 16, 1985, there were 1,119 GS-12 or above employees on-board, not including the SES positions. On September 30, 1984, there were 1,170 GS-12 or above employees on-board. How many GS-12 or above employees are currently on-board, not including SES?

Mr. Becton. We will submit that for the record, sir, but I would like to point out, of the 158 grades mentioned above in Washington, that includes 25 GS-15s, 17 GS-14s, 23 GS-13s and 21 GS-12s. That is how we are trying to get down to a managable level.

Mr. Boland. If you will, submit for the record the number of GS-12s or above who are currently budgeted for fiscal year 1987.

Mr. Becton. We will provide that.

[The information follows:]

GS-12's and Above Budgeted in FY 1987

There are 994 positions at the GS-12—GS/GM-15 level budgeted for fiscal year 1987.

CONTROLS ON SALARIES AND EXPENSE FUNDS

Mr. Boland. As you know, and as everyone else in this room knows, this Subcommittee has been concerned over the agency management's record of inadequate controls of funds and staff. In June of 1985, FEMA provided the subcommittee with a report outlining actions that management would take to ensure that FEMA would operate within its budgeted funds in fiscal year 1986, the agency was to place the highest priority on implementing controls to ensure all resources were expended in line with the appropriation. We were also advised that a strict position management system would be implemented. Can you outline the major actions the agency has taken to ensure it is operating within budgeted funds, and indicate how the controls are working? Anyone can respond if you want control of it.

Mr. Jones. With the agency's commitment in June, and again as recommitted in a September letter to the Committee, staffing plans and position management systems were to be the basis for controlling the expenditure in the salary and benefits area. As we went through the fall and had to make many decisions as to levels of the various programs and the like, we continued to adjust our staffing plans, and they were the basis of our expenditures.

We were successful in the first quarter, as the Director has pointed out, in meeting the quarterly salary and benefits limitations for levels which we were to adhere to. We anticipate that as we go along, we will continue with that updating of the staffing plans, and they will become the basis for our second operating plan submission to you.

Mr. Boland. Are government preparedness S&E funds only being used for the classified program?

Mr. Kernan. Yes, sir.

SECOND OPERATING PLAN FOR SALARIES AND EXPENSES

Mr. **Boland**. As a result of the Balanced Budget and Emergency Deficit Control Act of 1985, $5,306,000 of the Salaries and Expenses appropriation, and $12,649,000 of the 1986 Emergency Management and Planning Assistance appropriation were sequestered. A copy of the revised operating plan for the EMPA appropriation has been submitted.

With minor exceptions, FEMA has applied the 4.3 reduction across the board to all programs and activities. The revised operating plan for the S&E appropriation has not been submitted. When does FEMA plan to submit the revised operating plan for the S&E appropriation?

Mr. **Jones**. We expect to complete that within the month.

Mr. **Boland**. What will be the effect of having $5,306,000 sequestered in the S&E account?

Mr. **Jones**. We will have to look to economies in the travel and other objects area to meet those sequestrations. In terms of program impact, we obviously have got to look to eliminations of various activities that the agency would otherwise be able to conduct.

Mr. **Boland**. So I take it FEMA does not intend to reduce all S&E expenses by 4.3 percent. Is that correct? You were looking at some of the programs and some of the activities within FEMA.

Mr. **Jones**. That is correct.

Mr. **Becton**. That is correct.

Mr. **Boland**. For the record, will you explain the major effects of the sequestration on the programs funded in the EMPA appropriation?

Mr. **Becton**. We will do that.

[The information follows:]

IMPACT OF GRAMM-RUDMAN-HOLLINGS SEQUESTRATION

Under the Balanced Budget and Emergency Deficit Control Act of 1985, some of the major effects of sequestration on the Emergency Management Planning and Assistance appropriation for 1986 would be:

Reduction in emergency preparedness planning and capability due to loss of about 200 local level planners as well as some staff at the State level (Emergency Management Assistance).

Loss of approximately 30 Individual Mobilization Augmentees at the State and local levels degrading both planning and response capabilities.

Delay in hiring of 10 vacant State Radiological Protection Officers.

Reducation of the level of effort available to calibrate and maintain radiological instruments in State workshops.

Deterioration in State and local emergency operations planning. Ten or more States would have to eliminate one or more planner positions (Population Protection Plan).

Erosion of nuclear attack preparedness due to lack of facility survey data necessary for Population Protection Planning.

Reduction in ongoing hurricane preparednes projects in South Carolina and North Carolina.

Decreases below what is already a maintenance-only mode in Telecommunications and Warning meaning deterioration in capability in many systems.

Reductions in training courses, offerings, and materials available for use by State and local trainers in all curriculum areas.

Minimum level of repair and renovation at the National Emergency Training Center.

Reduction in FEMA direct support for States and localities in flood plain management, and in flood study efforts necessary to convert all remaining unstudied communities to full program status.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Budgeted Workyears by Location
FY 1985 Actual

Location	Civil Defense	Comp. Emer. Prep. Plng.	Radiological Emergency Prep.	Federal Preparedness	Government Preparedness	Train. & Fire	Flood Plain Management	Disaster Relief	Insurance Activities	Management & Administration	Emergency Food & Shel.	TOTAL
Washington, D.C.....	95	11	15	104	783	8	95	45	60	398	2	1,616
Berryville, Va......	0	0	0	0	0	0	0	0	0	34	0	34
Charlottesville, Va.	0	0	0	0	0	0	0	0	0	2	0	2
Emmitsburg, Md......	50	0	0	0	0	89	0	0	0	2	0	141
Bluegrass, Ky.......	0	0	0	0	0	0	0	5	0	0	0	5
Forest Park, Ga.....	0	0	0	0	0	0	0	5	0	0	0	5
Palo Pinto, Tx......	0	0	0	0	0	0	0	5	0	0	0	5
Colorado Springs, Co	8	0	0	0	0	0	0	0	0	0	0	8
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2
Boston, Mass........	23	0	9	0	0	1	8	7	0	0	0	48
Maynard, Mass.......	8	0	0	0	0	0	0	0	0	0	0	8
New York, NY........	29	0	6	0	0	0	7	9	0	1	0	52
Philadelphia, Pa....	33	1	7	0	0	1	7	8	0	0	0	57
Olney, Md...........	39	0	0	0	0	0	0	0	0	14	0	53
Atlanta, Ga.........	8	0	5	0	0	1	17	14	0	5	0	50
Thomasville, Ga.....	38	0	0	0	0	0	0	0	0	0	0	38
Chicago, Ill........	30	2	5	0	0	1	11	11	0	0	0	60
Battle Creek, Mich..	12	0	7	0	0	0	1	2	0	0	0	22
Denton, Texas.......	43	1	4	0	0	1	12	13	0	1	0	75
Kansas City, Mo.....	31	1	2	0	0	1	9	8	0	4	0	56
Denver, Colo........	39	2	1	0	0	1	9	7	0	0	0	59
San Francisco, CA...	39	6	4	0	0	1	3	14	0	3	0	70
Bothell, Wash.......	39	0	4	0	0	1	7	7	0	1	0	59
TOTAL...............	564	24	69	104	783	106	186	160	60	467	2	2,525

FEDERAL EMERGENCY MANAGEMENT AGENCY
Budgeted Workyears by Location
FY 1986 Current Estimate

Location	Civil Defense	Comp. Emer. Prep. Plng.	Radiological Emergency Prep.	Federal Preparedness	Government Preparedness	Train. & Fire	Flood Plain Management	Disaster Relief	Insurance Activities	Management & Administration	Emergency Food & Shel.	TOTAL
Washington, D.C.....	82	40	19	84	797	7	55	44	58	334	4	1,524
Berryville, Va......	7	0	0	0	0	0	0	0	0	19	0	26
Charlottesville, Va.	0	0	0	0	0	0	0	0	0	3	0	3
Emmitsburg, Md......	42	0	0	0	0	79	0	0	0	1	0	122
Bluegrass, Ky.......	0	0	0	0	0	0	0	4	0	0	0	4
Forest Park, Ga.....	0	0	0	0	0	0	0	4	0	0	0	4
Palo Pinto, Tx......	0	0	0	0	0	0	0	4	0	0	0	4
Colorado Springs, Co	7	0	0	0	0	0	0	0	0	0	0	7
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2
Boston, Mass........	19	0	8	0	0	0	8	7	0	0	0	42
Maynard, Mass.......	8	0	0	0	0	0	0	0	0	0	0	8
New York, NY........	27	0	5	0	0	0	7	7	0	1	0	47
Philadelphia, Pa....	27	1	6	0	0	0	7	8	0	0	0	49
Olney, Md...........	32	0	0	0	0	0	0	0	0	5	0	37
Atlanta, Ga.........	8	0	4	0	0	0	15	14	0	5	0	46
Thomasville, Ga.....	30	0	0	0	0	0	0	0	0	0	0	30
Chicago, Ill........	26	2	3	0	0	0	9	11	0	0	0	51
Battle Creek, Mich..	10	0	6	0	0	0	1	0	0	0	0	17
Denton, Texas.......	44	1	3	0	0	1	10	10	0	0	0	69
Kansas City, Mo.....	23	0	2	0	0	0	9	7	0	2	0	43
Denver, Colo........	39	1	1	0	0	0	9	7	0	0	0	57
San Francisco, CA...	38	6	3	0	0	1	3	12	0	2	0	65
Bothell, Wash.......	31	0	2	0	0	0	7	6	0	1	0	47
TOTAL...............	500	51	62	84	797	88	140	145	58 *	375	4	2,304

* Includes 6 workyears funded from the National Insurance Development Fund.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Budgeted Workyears by Location
FY 1987 Request

Location	Civil Defense	Comp. Emer. Prep. Plng.	Radiological Emergency Prep.	Federal Preparedness	Government Preparedness	Train. & Fire	Flood Plain Management	Disaster Relief	Insurance Activities	Management & Administration	Emergency Food & Shel.	TOTAL
Washington, D.C.....	83	44	19	72	825	6	57	43	55	322	0	1,526
Berryville, Va......	15	0	0	0	0	0	0	0	0	12	0	27
Charlottesville, Va.	0	0	0	0	0	0	0	0	0	3	0	3
Emmitsburg, Md......	48	0	0	0	0	78	0	0	0	1	0	127
Bluegrass, Ky.......	0	0	0	0	0	0	0	4	0	0	0	4
Forest Park, Ga.....	0	0	0	0	0	0	0	4	0	0	0	4
Palo Pinto, Tx......	0	0	0	0	0	0	0	4	0	0	0	4
Colorado Springs, Co	10	0	0	0	0	0	0	0	0	0	0	10
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2
Boston, Mass........	21	1	7	0	0	0	8	7	0	0	0	44
Maynard, Mass.......	9	0	0	0	0	0	0	0	0	0	0	9
New York, NY........	28	1	5	0	0	0	8	7	0	0	0	49
Philadelphia, Pa....	28	1	6	0	0	0	8	8	0	0	0	51
Olney, Md...........	17	0	0	0	0	0	0	0	0	0	0	17
Atlanta, Ga.........	8	1	4	0	0	0	17	14	0	5	0	49
Thomasville, Ga.....	32	0	0	0	0	0	0	0	0	0	0	32
Chicago, Ill........	26	2	3	0	0	0	11	11	0	0	0	53
Battle Creek, Mich..	11	0	6	0	0	0	1	0	0	0	0	18
Denton, Texas.......	43	1	3	0	0	0	12	10	0	0	0	69
Kansas City, Mo.....	24	1	2	0	0	0	9	7	0	3	0	46
Denver, Colo........	36	1	0	0	0	0	10	7	0	0	0	54
San Francisco, CA...	39	7	3	0	0	0	4	12	0	4	0	69
Bothell, Wash.......	30	1	2	0	0	0	7	6	0	2	0	48
TOTAL...............	508	61	60	72	825	84	152 +	144	55 ♦	354	0	2,315

+ Requested under the National Flood Insurance Fund

♦ Requested under the National Flood Insurance Fund and the National Insurance Development Fund

Mr. **Boland**. Also, indicate by table for the record showing the revised 1986 estimates by program, the 1987 request, and the difference. The format should be similar to that on pages V through IX under the summary tab.

[The information follows:]

OBLIGATIONS FOR POSTAGE AND ADP

Mr. **Boland**. The Emergency Management Planning Assistance reprogramming letter indicates that FEMA wishes to fund $1,231,000 in postage costs out of the EMPA account. The reprogramming letter contains an opinion from FEMA's General Counsel that an agency's postal costs can be charged against any appropriation.

I also understand FEMA wants to switch some ADP charges to the EMPA account. Both costs are budgeted under the S&E appropriation in 1986. Is that correct?

Mr. **Becton**. That is correct.

Mr. **Boland**. Why do you want to switch the funding of certain ADP costs from S&E to EMPA?

Mr. **Jones**. The purpose of the ADP has been altered from what it had been originally. The character of the work that is being done has switched over from an administrative overhead kind of computing activity to something much closer to certain program work that is being done which is funded under the Emergency Management Planning and Assistance appropriation. We are prepared to provide details to the Committee on that.

APPROPRIATION TRANSFER IN FY 1986

Mr. **Boland**. The 1986 Supplemental Appropriation, H.R. 4515, as reported from the Committee, transfers $2,920,000 from EMPA to S&E. Would FEMA still wish to charge postage and ADP costs to the EMPA account if this transfer becomes law?

Mr. **Jones**. No, I don't feel that we would.

Mr. **Boland**. Which appropriation does FEMA plan to charge these postage and ADP costs in fiscal year 1987?

Mr. **Jones**. For FY 1986 the postage is to be covered out of money that had been budgeted for the NETC West Site Administration, as indicated in the letter.

The $1.5 million in ADP is a government preparedness item. For FY 1987, we will abide by the Committees' wishes.

SPENDING FOR NETC WEST IN FY 1986

Mr. **Boland**. On page seven of your statement, Mr. Director, you indicate that no funds are requested for the establishment of the operations of a Western Training Center in 1987.

Mr. **Becton**. That is correct.

Sir, I mentioned I had been involved in many things in my five months. That has been one of them.

Mr. **Boland**. Your proposal is in agreement with last year's Committee report urging FEMA not to establish a Western Training Center. Also in 1986, as part of the EMPA reprogramming request, FEMA proposes reducing the 1986 amount for the Western Training Center to $169,000. The letter states that these funds are for utilities, security and necessary maintenance costs as part of the discontinuance of the agency's activities on site.

Why should $169,000 of EMPA funds be spent for this site when FEMA does not intend to establish a Western Training Center?

Mr. BECTON. For 1986, there were certain requirements necessary for security and maintenance costs. As far as 1987 is concerned, we are in active discussion with the State of Nevada officials for them to pick up that cost. We do not intend to spend any of those funds for security and maintenance.

Mr. BOLAND. Has FEMA notified the State of Nevada that it is terminating the lease?

Mr. BECTON. We are not terminating the lease.

Mr. BOLAND. You are not terminating it?

Mr. BECTON. No, sir.

Mr. BOLAND. Is that because there is a possibility of using it for some further purposes, I take it?

Mr. BECTON. That is correct, sir. The lease, as you know, it is for $1.

SALARIES AND EXPENSES FOR NETC WEST

Mr. BOLAND. Does FEMA plan to obligate any 1986 salaries or expenses funds in support of the Western Training Center?

Mr. BECTON. There are no salaries I am aware of.

Mr. JONES. I believe we have had some expense—let me ask the Budget Officer.

Ms. JACOBIK. FEMA has already spent some S&E funds.

Mr. BOLAND. How much money did FEMA obligate for the Center in 1985? You may supply that for the record. And how does that break down between the S&E and the EMPA appropriations? You may supply that.

[The information follows:]

OBLIGATIONS FOR NETC WEST IN FY 1985

In FY 1985, $3,140,175 was obligated under Emergency Management Planning and Assistance for NETC West. No Salaries and Expenses funds were available for obligation in FY 1985.

FY 1985 FUNDS FOR NETC WEST

Mr. BOLAND. Has the $2.7 million letter of credit held by the State of Nevada for renovations to NETC been terminated and those funds returned to the Treasury?

Mr. BECTON. That has not been terminated, and the funds have not been returned to the Treasury.

Mr. BOLAND. And the reason for it?

Mr. BECTON. Basically, while we see no NETC facility for the near future, we believe it is important to keep our options open. We are looking for other uses for that facility that includes one mission I can't talk about here.

Mr. BOLAND. I take it that is the classified session with which I am familiar?

Mr. BECTON. That is right. We believe the improvements being made at the site would be required regardless of the ultimate use of the facility. I am talking here about infrastructure renovation, the kinds of things that would have to be done, such as repair and resurfacing of streets and sidewalks, repair central heating plants as necessary, upgrade fire hydrant systems and those types of infrastructure repairs.

Mr. BOLAND. Last year FEMA gave the State of Nevada $164,300

FEDERAL EMERGENCY MANGEMENT AGENCY
1986 Revised Estimate Versus 1987 Request
(Dollars in Thousands)

	1986 Revised Estimate				Increase/Decrease				1987 Request			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
Civil Defense												
A. State and Local Emergency Management												
1. Emergency Management Assistance..	189	$10,353	$54,549	$64,902	(20)	$658	($426)	$232	169	$11,011	$54,123	$65,134
2. Other S&L Emergency Mgmt.........	16	800	718	1,518	0	289	(6)	283	16	1,089	712	1,801
Subtotal, S&L Emerg. Mgmt........	205	11,153	55,267	66,420	(20)	947	(432)	515	185	12,100	54,835	66,935
B. Radiological Defense												
1. Planning & Development...........	5	268	2,463	2,731	0	(17)	(18)	(35)	5	251	2,445	2,696
2. Instrumentation..................	18	847	6,836	7,683	0	42	(56)	(14)	18	889	6,780	7,669
3. Other Radiological Defense.......	0	0	0	0	0	0	0	0	0	0	0	0
Subtotal, Radiological Defense...	23	1,115	9,299	10,414	0	25	(74)	(49)	23	1,140	9,225	10,365
C. Population Protection												
1. Population Protection Planning...	45	2,300	8,039	10,339	8	231	(64)	167	53	2,531	7,975	10,506
2. Facility Survey, Eng. & Dev......	14	1,576	3,445	5,021	26	333	(27)	306	40	1,909	3,418	5,327
3. Shelter Preparation..............	2	70	0	70	(2)	(70)	0	(70)	0	0	0	0
Subtotal, Population Protection..	61	3,946	11,484	15,430	32	494	(91)	403	93	4,440	11,393	15,833
D. Protection of Industrial Capability												
1. Industrial Capability Prot. Plng.	0	0	0	0	0	0	0	0	0	0	0	0
2. Keyworker Protection.............	0	0	0	0	0	0	0	0	0	0	0	0
3. Other PIC........................	0	0	0	0	0	0	0	0	0	0	0	0
Subtotal, PIC....................	0	0	0	0	0	0	0	0	0	0	0	0
E. S & L Direction, Control and Warning												
1. Emergency Operating Centers......	13	633	0	633	0	50	70	120	13	683	70	753
2. State & Local Wrng. & Com. Sys...	10	460	0	460	0	80	70	150	10	540	70	610
3. Emrg. Broadcast Sys. Guid. & Asst	10	450	0	450	0	39	30	69	10	489	30	519
4. Other S&L Direct., Control & Wrng	6	246	539	785	0	12	(174)	(162)	6	258	365	623
Subtotal, S&L Dir., Cntrl. & Wrng	39	1,789	539	2,328	0	181	(4)	177	39	1,970	535	2,505

FEDERAL EMERGENCY MANGEMENT AGENCY
1986 Revised Estimate Versus 1987 Request
(Dollars in Thousands)

	1986 Revised Estimate				Increase/Decrease				1987 Request			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
F. Research												
1. Research..........................	2	$122	$0	$122	(2)	($122)	$0	($122)	0	$0	$0	$0
2. Systems Integ. & Applications....	0	0	0	0	0	0	0	0	0	0	0	0
3. Systems Development...............	0	0	0	0	0	0	0	0	0	0	0	0
4. Policy and Planning...............	9	434	96	530	0	51	4	55	9	485	100	585
Subtotal, Research...............	11	556	96	652	(2)	(71)	4	(67)	9	485	100	585
G. Training and Education												
1. Instructional Progs. & Materials.	5	201	563	764	0	10	(36)	(26)	5	211	527	738
2. Training Field Deployment Systems	18	800	5,960	6,760	(1)	40	(256)	(216)	17	840	5,704	6,544
3. Resident Programs................	23	946	2,082	3,028	0	48	(939)	(891)	23	994	1,143	2,137
4. NETC Site Administration.........	12	591	2,066	2,657	7	(102)	(306)	(408)	19	489	1,760	2,249
5. NETC West Site Administration....	1	45	266	311	(1)	(45)	(266)	(311)	0	0	0	0
6. Emergency Public Information.....	0	0	10	10	0	0	(10)	(10)	0	0	0	0
Subtotal, Training & Education...	59	2,583	10,947	13,530	5	(49)	(1,813)	(1,862)	64	2,534	9,134	11,668
H. Telecommunications and Warning												
1. National Warning System..........	22	1,010	5,224	6,234	5	53	(41)	12	27	1,063	5,183	6,246
2. Washington Area Warning System...	2	80	555	635	0	5	(4)	1	2	85	551	636
3. FEMA National Teletype System....	12	430	1,457	1,887	1	22	(12)	10	13	452	1,445	1,897
4. FEMA National Voice System.......	3	87	954	1,041	0	5	(8)	(3)	3	92	946	1,038
5. FEMA National Radio System.......	23	953	2,903	3,856	2	5	(2,871)	(2,866)	25	958	32	990
6. Telecommunications Sup. Services.	9	333	3,399	3,732	0	17	(27)	(10)	9	350	3,372	3,722
7. U.S. Army Civil Prepdns. Detach..	5	183	1,053	1,236	0	9	(8)	1	5	192	1,045	1,237
8. Decision Info. Dist. System......	1	35	482	517	0	3	(4)	(1)	1	38	478	516
9. DOD Reimbursable Support.........	0	0	650	650	0	0	(5)	(5)	0	0	645	645
Subtotal, Tele. & Warning........	77	3,111	16,677	19,788	8	119	(2,980)	(2,861)	85	3,230	13,697	16,927
I. Automatic Data Processing (S&E).....	14	1,875	0	1,875	(4)	(128)	0	(128)	10	1,747	0	1,747
Subtotal, Civil Defense.............	489	26,128	104,309	130,437	19	1,518	(5,390)	(3,872)	508	27,646	98,919	126,565

FEDERAL EMERGENCY MANGEMENT AGENCY
1986 Revised Estimate Versus 1987 Request
(Dollars in Thousands)

	1986 Revised Estimate				Increase/Decrease				1987 Request			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
Comp. Emerg. Preparedness Planning												
A. Disaster Prep. Improvement Grants...	1	$37	$0	$37	0	4	0	$4	1	$41	$0	$41
B. Earthquake........................	20	1,062	4,325	5,387	3	91	150	241	23	1,153	4,475	5,628
C. Hurricane.........................	5	245	858	1,103	1	21	38	59	6	266	896	1,162
D. Hazardous Materials................	6	334	191	525	1	27	9	36	7	361	200	561
E. Dam Safety........................	2	107	413	520	1	9	19	28	3	116	432	548
F. Hazard Mitigation Assistance........	4	208	191	399	1	18	9	27	5	226	200	426
G. Policy and Planning................	15	616	0	616	1	53	0	53	16	669	0	669
Subtotal, CEPP......................	53	2,609	5,978	8,587	8	223	225	448	61	2,832	6,203	9,035
Radiological Emergency Preparedness												
A. Fixed Nuclear Facilities............	60	2,859	3,581	6,440	0	60	0	60	60	2,919	3,581	6,500
Subtotal, REP.......................	60	2,859	3,581	6,440	0	60	0	60	60	2,919	3,581	6,500
Federal Preparedness												
A. Government Preparedness												
1. Government Preparedness..........	789	33,358	103,199	136,557	36	5,868	26,871	32,739	825	39,226	130,070	169,296
Subtotal, Govt. Preparedness.....	789	33,358	103,199	136,557	36	5,868	26,871	32,739	825	39,226	130,070	169,296
B. Emerg. Info. & Coordination Center												
1. EICC............................	10	380	478	858	(2)	(33)	22	(11)	8	347	500	847
Subtotal, EICC..................	10	380	478	858	(2)	(33)	22	(11)	8	347	500	847
C. Resources Preparedness												
1. Resources Assessment.............	4	234	470	704	1	94	151	245	5	328	621	949
2. Other Resources Planning.........	9	502	782	1,284	(4)	(35)	(2)	(37)	5	467	780	1,247
3. Economic Resources Planning......	2	153	336	489	(2)	(83)	(336)	(419)	0	70	0	70
4. Natural Resources Planning.......	10	514	239	753	(6)	(106)	0	(106)	4	408	239	647
5. Resources Prep. Prog. Integrat...	3	156	186	342	0	9	0	9	3	165	186	351
Subtotal, Resources Preparedness.	28	1,559	2,013	3,572	(11)	(121)	(187)	(308)	17	1,438	1,826	3,264

FEDERAL EMERGENCY MANGEMENT AGENCY
1986 Revised Estimate Versus 1987 Request
(Dollars in Thousands)

	1986 Revised Estimate				Increase/Decrease				1987 Request			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
D. Mobilization Preparedness												
1. Mobilization Planning............	12	$580	$288	$868	(1)	$60	$12	$72	11	$640	$300	$940
2. Mobilization Exercises...........	13	625	671	1,296	0	52	28	80	13	677	699	1,376
3. Security Planning................	0	0	0	0	0	0	0	0	0	0	0	0
4. National Def. Executive Reserve..	1	97	0	97	0	(45)	0	(45)	1	52	0	52
5. Program Integration..............	3	192	0	192	0	22	0	22	3	214	0	214
Subtotal, Mobilization Prep......	29	1,494	959	2,453	(1)	89	40	129	28	1,583	999	2,582
E. Federal Preparedness Policy & Plng												
1. Multiprogram Analysis............	2	103	192	295	0	6	8	14	2	109	200	309
2. Policy & Planning................	15	993	555	1,548	2	41	24	65	17	1,034	579	1,613
Subtotal, Fed. Prep. Pol. & Plng.	17	1,096	747	1,843	2	47	32	79	19	1,143	779	1,922
Subtotal, Federal Preparedness......	873	37,887	107,396	145,283	24	5,850	26,778	32,628	897	43,737	134,174	177,911
Training and Fire Programs												
A. Emergency Management Institute												
1. Instructional Progs. & Materials.	0	0	1,193	1,193	0	0	45	45	0	0	1,238	1,238
2. Training Field Deployment Systems	0	0	781	781	0	0	(100)	(100)	0	0	681	681
3. Resident Programs................	6	203	737	940	0	37	(23)	14	6	240	714	954
4. NETC Site Administration.........	0	0	0	0	0	0	0	0	0	0	0	0
5. NETC West Site Administration....	0	0	252	252	0	0	(252)	(252)	0	0	0	0
Subtotal, EMI....................	6	203	2,963	3,166	0	37	(330)	(293)	6	240	2,633	2,873
B. National Fire Academy												
1. Instructional Progs. & Materials.	5	248	649	897	0	12	164	176	5	260	813	1,073
2. Training Field Deployment Systems	9	370	1,717	2,087	1	157	(15)	142	10	527	1,702	2,229
3. Resident Programs................	21	850	1,680	2,530	2	321	(1,216)	(895)	23	1,171	464	1,635
4. NETC Site Administration.........	27	1,595	2,736	4,331	13	255	(482)	(227)	40	1,850	2,254	4,104
5. NETC West Site Administration....	0	0	882	882	0	0	(882)	(882)	0	0	0	0
Subtotal, NFA....................	62	3,063	7,664	10,727	16	745	(2,431)	(1,686)	78	3,808	3,233	9,041

FEDERAL EMERGENCY MANGEMENT AGENCY
1986 Revised Estimate Versus 1987 Request
(Dollars in Thousands)

	1986 Revised Estimate				Increase/Decrease				1987 Request			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
C. U.S. Fire Administration												
1. Fire Prevention and Arson Control	4	$182	$3,338	$3,520	(4)	($182)	($3,338)	($3,520)	0	0	0	0
2. Fed. Fire Policy & Coordination..	10	527	914	1,441	(10)	(527)	(914)	(1,441)	0	0	0	0
3. Firefighter Health and Safety....	5	226	914	1,140	(5)	(226)	(914)	(1,140)	0	0	0	0
4. Fire Data and Analysis...........	6	271	1,051	1,322	(6)	(271)	(1,051)	(1,322)	0	0	0	0
Subtotal, USFA..................	25	1,206	6,217	7,423	(25)	(1,206)	(6,217)	(7,423)	0	0	0	0
Subtotal, Training & Fire Programs..	93	4,472	16,844	21,316	(9)	(424)	(8,978)	(9,402)	84	$4,048	$7,866	$11,914
Flood Plain Management												
A. Flood Studies and Surveys...........	66	2,833	35,006	37,839	(66)	(2,833)	(35,006)	(37,839)	0	0	0	0
B. Flood Hazard Reduction..............	63	2,608	3,861	6,469	(63)	(2,608)	(3,861)	(6,469)	0	0	0	0
C. Purchase of Property................	3	126	4,533	4,659	(3)	(126)	(4,533)	(4,659)	0	0	0	0
D. State Assistance Program............	0	0	0	0	0	0	0	0	0	0	0	0
Subtotal, Flood Plain Management....	132	5,567	43,400	48,967	(132)	(5,567)	(43,400)	(48,967)	0	0	0	0
Disaster Relief Administration (S&E)...	144	6,441	0	6,441	0	146	0	146	144	6,587	0	6,587
Insurance Activities (S&E).............	50	2,278	0	2,278	(50)	(2,278)	0	(2,278)	0	0	0	0
Emergency Food & Shelter (S&E).........	3	126	0	126	(3)	(126)	0	(126)	0	0	0	0
SUBTOTAL, EMERG. PLNG. ASSIST. & SUP....	1,897	88,367	281,508	369,875	(143)	(598)	(30,765)	(31,363)	1,754	87,769	250,743	338,512
Management and Administration..........	364	29,737	0	29,737	(10)	1,001	0	1,001	354	30,738	0	30,738
TOTAL, FEMA OPERATING PROGRAMS AND MANAGEMENT & ADMINISTRATION....	2,261	118,104	281,508	399,612	(153)	403	(30,765)	(30,362)	2,108	118,507	250,743	369,250

for funds used in restoring the portions of the Carson City site that was leased to FEMA. As I understand it, Nevada also received a $700,000 revenue grant from EDA for renovation work at the old Stewart Indian School. Will you provide for the record a table listing, by fiscal year and appropriation account, the amounts of FEMA funds spent or planned to be spent on the Western Training Center.

Mr. **Becton**. Yes, sir.

[The information follows:]

NETC West Obligations

The following table provides FY 1985 obligations and anticipated FY 1986 obligations for the Western Training Center:

	S&E	EMPA	Total
FY 1985 Obligations (as of 9/30/86)		$3,321,390	$3,321,390
Adjustments to FY 1985 Obligations in FY 1986		−181,215	−181,215
Revised FY 1985 Obligations		3,140,175	3,140,175
Anticipated FY 1986 Obligations	$42,235	168,510	210,745

COMPREHENSIVE AUTHORIZING LEGISLATION

Mr. **Boland**. Last year we discussed the possibility of a comprehensive piece of multi-hazard emergency preparedness legislation. This would cover what are now a number of separate authorizations for individual programs. The Director at that time indicated that the topic had been discussed at FEMA, and while there was not unanimous enthusiasm with the proposal, he thought it was inevitable. That is all reflected on page 122 of last year's hearings. Has any consideration been given by you to such a legislative proposal, and if so, what is your conclusion?

Mr. **Maguire**. Since the Director has come on board, we have had no further discussions of that initiative.

Mr. **Boland**. FEMA is requesting funds in 1987 for a number of programs requiring authorizing legislation. Will you provide for the record a list of programs requiring legislation in 1987, and the dollar amounts?

Mr. **Becton**. We will do that.

[The information follows:]

PROGRAMS REQUIRING APPROPRIATION AUTHORIZATION IN FISCAL YEAR 1987

[In thousands of dollars]

	Amount		
	S&E	EMPA	Total
Civil Defense: Section 408 of Federal Civil Defense Act (50 U.S.C. App. 2260) requires annual authorization. Introduced as H.R. 4180	27,646	98,919	126,565
Fire Programs: Section 17 of Federal Fire Prevention and Control Act (15 U.S.C. 2216). Introduced as H.R. 4252 [1]	3,808	5,233	9,041
Disaster Relief Program: Section 606 of Disaster Relief Act of 1974 (42 U.S.C. 5202). Appropriations authorization expired September 30, 1981 both for Disaster Relief Fund to President and administrative expenses to FEMA	6,587	[2] 100,000	106,587

[1] The Senate has reported out an authorization bill (S. 2180) for $18,300,000. It is currently on the Senate calendar.

[2] The funds for the Disaster Relief program are to be appropriated to the President.

Mr. **Boland**. Mr. Green.

Mr. **Green**. First I would like to join in the comments of the Chairman about the concerns we have had for the past operations of the agency. I want you to understand those are not partisan concerns, they were shared on both sides of the aisle by all members of the Subcommittee.

Mr. **Becton**. And by FEMA, too, sir.

Mr. **Green**. I appreciate your expression of concern for that. I think, personally, I was particularly upset after the Chairman had gone out of his way to safeguard your situation with respect to the classified program. That seemed to be the one that was particularly egregious in terms of use of funds without deference to this Subcommittee for the reprogramming, if you can call it reprogramming. That was particularly vexatious to me and I want you to know it.

Mr. **Becton**. I can assure you, sir, any reprogramming we request will be made before this Subcommittee.

EVACUATION PLANNING AROUND NUCLEAR PLANTS

Mr. **Green**. Let me deal with just a couple of general areas. I have been particularly concerned with the role of FEMA relating to the review of evacuation plans and nuclear plants since that has been a rather contentious issue in my part of the country.

Mr. **Becton**. Yes, sir.

Mr. **Green**. I was a little concerned that on July 23, 1985, there was a notice that stated, "For continued operation of nuclear power plants, the Nuclear Regulatory Commission requires an approved licensee and state and local governments' radiological emergency response plan."

That was a reference to a plan in West Virginia. In fact, as I understand it, the statute specifically talks of a utility plan as an alternative to a state plan or local plan. Isn't that accurate?

Mr. **Becton**. There is a utility plan required, is there not?

Mr. **McLoughlin**. The memorandum of understanding we have with the NRC to define our consulting role provides for a utility plan to be submitted in lieu of state and local plans.

Mr. **Green**. I wanted to make the record clear on that. If I could turn to another area, you published a notice in July of last year with respect to Federal policy on distribution of potassium iodide around nuclear power plants for use as a blocking agent. The Federal position on the issue, as you determined it, was that it would not be required to stock potassium iodide for use by the general public, but you did approve its use for emergency workers and institutionalized individuals.

Could you lay out the basis for that decision?

Mr. **McLoughlin**. In specialized cases, the use of potassium iodide to block the uptake of radioactive iodide is a proper prophylactic measure. It is not a wide-scale protective measure for use by the public as a whole.

During Three Mile Island, potassium iodide was not generally available on the private market, and special measures had to be taken to provide for it at that time. Now, there are at least three manufacturers that are producing potassium iodide. So, from our perspective, it is a state and local determination on the need for potassium iodide. If they decide to stockpile it for emergency workers, it is available in the private sector.

Mr. **Green**. I would assume, in any event, you are expecting members of the general public can be safely evacuated.

Mr. **McLoughlin**. That is correct.

Mr. **Green**. Thank you, Mr. Chairman.

SALARIES AND EXPENSES APPROPRIATION

Mr. **Boland**. We will turn to the Salaries and Expenses appropriation.

The table on page IV indicates the 1987 request is $118,507,000, which is an increase of $403,360, over the estimated 1986 level. On a comparable basis, when the $9.3 million salary cost proposed to be funded from the National Flood Insurance Fund in 1987 is considered, the increase in salaries and expenses is approximately $10 million, or about an eight percent increase. Is that correct?

Mr. **Jones**. Yes.

WORKYEARS IN MANAGEMENT AND ADMINISTRATION

Mr. **Boland**. Last year FEMA indicated it could support 2,665 workyears in 1985. The actual number of workyears supported in 1985 was 2,525, 140 less than estimated. However, in 1985 you supported 467 workyears in M&A, an increase of 32 above last year's estimate. What causes the number of M&A workyears in 1985 to exceed last year's estimate when the overall number of workyears supported decreased?

Mr. **Jones**. We started the year at a very high level and did not have enough funds to carry those people, carry those costs. As we went through the year, we attrited.

WORKYEARS AND PERSONNEL OFFICE

Mr. **Boland**. Why did FEMA utilize 57 workyears to support the Office of Personnel in 1985? That is 11 more than the 46 estimated last year for 1985, and 11 above the 46 supported in 1984.

Mr. **Jones**. It would be the same reason. They were involved at that time in servicing a buildup in our Government Preparedness program, and that was all part of the augmentation that ran from about the beginning of that fiscal year. You recall that we were at a higher level than we could support at that time. A hiring freeze was instituted in January of 1985, and from that point, the numbers started to drop until we have gotten to the point where we are today, where we are able to support the people that we have on board.

Mr. **Boland**. Can the Office of Personnel handle its workload with the 43 workyears requested for 1987?

Mr. **Tidball**. We feel this level can support the Office of Personnel.

FY 1987 STAFFING

Mr. **Boland**. Will the 1986 S&E proposal have any effect on the 1987 staffing proposal as outlined in the justifications?

Mr. **Jones**. Sir, in our operating plan, we think we will be able to meet the expenses that we will have in this fiscal year. The levels in our 1987 request will enable us to adequately fund our people and related costs through the year.

Mr. **Boland**. The budget schedules indicate 2,304 workyears for FEMA in fiscal year 1986 and 2,315 workyears in fiscal year 1987. Does FEMA have sufficient funds to support 2,304 workyears in 1986?

Mr. **Jones**. We believe we do have in the budget the funds to support that many.

Mr. **Boland**. And will your fiscal year 1987 request support 2,315 workyears?

Mr. **Jones**. Yes, sir, we believe they do.

STANDARD LEVEL USER CHARGES

Mr. **Boland**. Last year it was estimated that the standard level user charge would be $6,883,000 in 1985. The table on page SE-4 shows that the 1985 rent charge was $6,102,000. Why was the 1985 standard level user charge $781,000 less than estimated last year?

Mr. **Jones**. One of the Federal Regional Centers was turned over to FEMA. That FRC had been managed by GSA, and that, along with a transfer of costs to the Disaster Fund, accounts for the reduction.

Mr. **Boland**. How many square feet of space did FEMA rent in 1985?

Mr. **Becton**. We can get that for the record, sir.

[The information follows:]

Square Feet of Space Rented in FY 1985

FEMA rented 572,729 square feet of space in FY 1985.

Mr. **Boland**. Last year you estimated occupying a total of 562,374 square feet of space in 1985. That is reflected on page 171 of last year's hearings.

Will you provide for the record an update of the summary of space in square feet table found on page 179 of last year's hearings?

[The information follows:]

TABLE II.—MANAGEMENT AND ADMINISTRATION SUMMARY OF SPACE IN SQUARE FEET

	1985 actual	1986 request	1986 current estimate	1987 request
Headquarters:				
GSA Building	6,265	3,235	3,235	3,235
Warehouse (DC)	12,028	12,028	12,089	12,089
Federal Center Plaza	203,348	203,348	203,348	203,348
Total	221,641	218,611	218,611	218,611
Regions:				
Region I	15,461	14,873	15,800	15,800

TABLE II.—MANAGEMENT AND ADMINISTRATION SUMMARY OF SPACE IN SQUARE FEET—Continued

	1985 actual	1986 request	1986 current estimate	1987 request
Region II	17,929	17,929	21,604	21,604
Region III	30,123	39,120	39,120	39,120
Region IV	79,401	105,894	107,177	107,177
Region V	55,343	66,880	66,880	66,880
Region VI				
Region VII	25,816	27,063	25,818	25,818
Region VIII	127,015	148,635	143,995	143,995
Region IX				
Region X				
Total, regions	351,088	420,394	420,394	420,394
Total, SLUC	572,729	639,005	639,005	639,005

ESTIMATES FOR OTHER SERVICES

Mr. BOLAND. The schedule on page SE-4 shows $10,195,000 obligated for other services in fiscal year 1985. Last year you estimated obligating $8,497,000 for the other services object classification in fiscal year 1985. What caused FEMA to obligate about $1.7 million more for other services in 1985 than was estimated last year?

Mr. JONES. We will have to supply that for the record, sir.

Mr. BOLAND. And in supplying that for the record, you will indicate what additional services were procured with that $1.7 million figure.

[The information follows:]

OBLIGATIONS FOR OTHER SERVICES

Of the $1.7 million increase in actual obligations for FY 1985 versus the FY 1985 estimate in the FY 1986 budget request, $700,000 was in the classified program. Examples of other unplanned items procured with the additional $1,000,000 include a contract to do A-76 studies, security guard services in the parking garage at headquarters, employee health fitness center at the Department of Health and Human Services, workmen's compensation bill from FY 1983, and additional costs for Defense Contract Audit Agency (DCAA audits).

Mr. BOLAND. And last year, still on SE-4, you estimated $7,729,000 for other services in fiscal year 1986. The current 1986 estimate for "other services" is $8,751,000. What is responsible for this increase of $1 million over last year's estimate?

Mr. JONES. We will have to support certain administrative costs such as telephones.

PROCUREMENT PRACTICES

Mr. BOLAND. Last year we discussed FEMA's procurement practices. The first report, in accordance with the Competition in Contracting Act of 1984, has recently been submitted. We will place in the record at this point a table from that report showing FEMA's competition goals by directorate.

[The information follows:]

Directorate/Office	Fiscal year 1984 actual (base year)	Fiscal year 1986 goal
Training and Fire	84	40
FIA	6	5
NP	22	10
Emergency operations	30	30
SIPS	49	15
Comptroller	100	20
Administrative support	24	10
OGC	94	10
OIG	100	0
Public affairs	100	0

[1] Includes 8(a) contracts.

NON-COMPETITIVE CONTRACTS IN TRAINING AND FIRE DIRECTORATE

Mr. **Boland**. What percent of new contracts over $10,000 in 1985 in the Training and Fire Directorate were noncompetitive?

Mr. **Becton**. Jim, do you have that information?

Mr. **McNeill**. I will provide that for the record.

Mr. **Boland**. Let me indicate in 1984 it was 84 percent. We would like to know what the percentage was for 1985.

[The information follows:]

Training and Fire Noncompetitive Contracts

The following table provides the percentage, by actions and by dollars, of contracts awarded on a non-competitive basis for the Training and Fire Programs Directorate:

Fiscal year	Contract actions	Dollars
1985	48	42
1986[1]	43	80

[1] Reflects actions through Mar. 31, 1986.

These figures are provided for contracts with a value of $25,000 or more since the small purchases threshold was raised to $25,000 in Fiscal Year 1985.

REGIONAL GENERAL COUNSELS

In the Office of General Counsel, you are requesting $1,069,000 and 19 workyears in 1987. You are eliminating, as I understand it, four regional counsels in 1987; is that correct?

Mr. **Becton**. General Counsel is behind me.

Mr. **Perry**. I am Spence W. Perry, Acting General Counsel for the agency. What we have done is this. We have eliminated two General Counsels entirely. We have transferred two of the people who work in the General Counsel's Office to the regional offices. They perform essentially program delivery services in those regional offices in New York and Atlanta and have never been part of the Central Office of General Counsel in that sense. So that is how those are paid, and I believe they come out of the State and Local Programs and Support account.

Mr. **Boland**. So are those four counsels essential?

Mr. **Perry**. The two we retained certainly are.

Mr. BOLAND. If additional staff were provided in 1987, would FEMA restore those positions? I take it you would. You would not apply an increase to the Central Office?

Mr. PERRY. That is correct, sir.

STATUTORY INSPECTOR GENERAL

Mr. BOLAND. Turn to the Office of Inspector General. Last year there was discussion whether to initiate legislation establishing a statutory IG. That is reflected on page 180 of last year's hearings. What is your judgment on whether or not the IG ought to be statutory?

Mr. BECTON. Sir, I would have no problem with having the IG statutory in FEMA. However, I am advised that it is not in the administration's plan at this point for an agency such as mine.

INSPECTOR GENERAL INVESTIGATIONS

Mr. BOLAND. The number of investigations pending at the end of the year has been increasing. At the end of 1982, there were 161 investigations pending; at the end of 1983, 180; and at the end of 1984, 277 investigations were still pending. The estimates for 1985 and 1986 were 350 and 400 respectively. That is reflected on page 181 of last year's hearings.

How many investigations do you estimate will be pending at the end of 1986 and 1987 with the resources shown in this budget?

Mr. TIDBALL. We will supply the number for the record.

Mr. BOLAND. And provide for the record a table showing the number of investigations pending at the beginning of the year, the number started during the year, the number closed during the year and the number pending at the end of the year. The table should cover fiscal years 1984, 1985, 1986 and 1987.

[The information follows:]

INSPECTOR GENERAL INVESTIGATIONS

INVESTIGATIVE WORKLOAD

	1984	1985	1986	1987
Pending beginning of year	206	277	271	330
Started during year	159	132	150	150
Closed during year	88	138	91	110
Pending end of year	277	271	330	370

OFFICE OF INTERNATIONAL AFFAIRS

Mr. BOLAND. International Affairs. You are requesting $322,000 in 1987 to support four workyears. That is one less workyear than you will support in 1986. How many people are currently on board in the Office of International Affairs?

Mr. BECTON. There are four, are there not?

Mr. TIDBALL. Yes.

Mr. BOLAND. How many are located in Washington, and how many in Brussels?

Mr. BECTON. There are two in Brussels and two in Washington.

Mr. BOLAND. And will the reduction of the one workyear in 1987 be taken from the Washington office or the Brussels office?

Mr. BECTON. The reduction will be taken in the Washington office.

STAFFING IN ACQUISITION MANAGEMENT

Mr. BOLAND. Turn to Acquisition Management. You are requesting $1,307,000 in 1987 to support 32 workyears in this area. That is the same workyear level as 1986. The staff has heard rumors indicating this office is experiencing problems in processing contract and grant awards because it does not have adequate staffing. Are the rumors true?

Mr. BECTON. We could use more staffing, sir. I will ask Bill to comment on that.

Mr. TIDBALL. Yes, sir, based on the Conference Committee report for 1986, we found in January we were running short this year in terms of being able to process the number of contracts we had to let. We are taking action this year by counting more on the program officers involved to assist in this matter, and hopefully we will be able to complete the contract workload during this fiscal year.

I should admit that because of the shortfall in our goal of attempting to have 30 percent or less contracts in the fourth quarter, we will be coming back immediately to notify you if this is in fact the case.

Mr. BOLAND. In your judgment, do you have sufficient personnel for this particular function?

Mr. TIDBALL. Sir, the budget request that you have received from us indicates the same level.

Mr. BOLAND. Was that the request that was made of OMB for this particular function?

Mr. TIDBALL. No, sir.

Mr. BOLAND. What is your request to OMB?

Mr. TIDBALL. Forty-one.

EVALUATION OF PROCUREMENT SYSTEMS

Mr. BOLAND. Will you be conducting any procurement system evaluations in 1986?

Mr. BECTON. Sir, I am not too sure I understand what you mean by systems evaluation.

Mr. BOLAND. Are you evaluating any of the procurement systems at all?

Mr. TIDBALL. Yes, sir.

Mr. BECTON. We have had GSA take a look at us, and also our own internal assessment.

OTHER ADMINISTRATIVE SERVICES

Mr. BOLAND. Turn to Other Administrative Services. You are requesting $10,351,000 for Other Administrative Services in 1987. That is an increase of $2,211,000 above the 1986 level. Of that increase, $1,064,000 is for the SLUC, standard level user charges, increase.

And the legend on page MA-58 indicates that the balance is for restoration of Gramm-Rudman reductions, inflation increases, and to provide a minimum level of support. Specifically, for what items is the balance of the increase, $1,147,000, being requested?

Ms. **Jacobik**. $1,064,000 is what was restored by OMB because of the reduction last year connected with closing regions. It is not the full increase for SLUC.

ADP REDUCTION AT OLNEY FACILITY

Mr. **Boland**. Okay. You are requesting $1,073,000 and 20 workyears for ADP support in 1987. That is a reduction of $855,000 and 14 workyears below the current 1986 estimate, and 1,999,000 and 44 workyears below the 1985 estimate. That is all reflected on MA-59. Are these reductions due to the closing of the Olney facility?

Mr. **Becton**. They are.

Mr. **Boland**. Has the move of the operations at Olney to the Special Facility been accomplished?

Mr. **Becton**. Yes, it has.

ADMINISTRATIVE TELEPHONES

Mr. **Boland**. On page MA-67, the table shows $3,623,000 obligated for administrative telephones in 1985. Last year you estimated obligating $2,112,000 for the same activity in 1985. What caused the increase of $1,511,000?

Mr. **Labarre**. Part of the increase was an increase in tariff, and part of it was we weren't able to increase the billing. The costs have continued to go up.

Mr. **Boland**. Why does the amount for administrative telephones fluctuate from $3,623,000 in 1985 to $2,021,000 in 1986, to $2,650,000 in 1987? Is it the same reason?

Mr. **Labarre**. Yes, sir.

Mr. **Boland**. Lindy, any general questions you may have in this area? We have completed the S&E section now.

Mrs. **Boggs**. I had some general questions.

Mr. **Boland**. Sure.

Mrs. **Boggs**. I wish we could control it.

Mr. **Becton**. We are working on it.

RATE INCREASE IN FLOOD INSURANCE

Mrs. **Boggs**. General, as you probably know, there have been many discussions during previous years' hearings about the nature and purpose of the flood insurance program and the potentially adverse effect on the integrity of the program of large premium rate increases.

Most recently, a 14 percent rate increase was proposed for fiscal year 1986, but after deliberation, the House-Senate Conference Committee directed the increase should be held to five percent. I am somewhat surprised and disappointed that FEMA is proposing a 27 percent premium rate increase for fiscal year 1987. How can you justify such a major increase after encountering serious Congressional concern and after having imposed rate increases of 98 percent since 1981?

Mr. BECTON. Mrs. Boggs, I would like Jeff Bragg to respond to that.

Mr. BRAGG. Actually, in large part because of the reduction in the rate increase requested last year, we feel we have to request such a large amount this year. The fact that the Appropriations Committee did authorize a five percent increase did not compromise the goal of making the program self-supporting by 1988. The initial nine percent we wanted to raise this year, and Congress did not allow, has to be incorporated into this year's proposal, as well as the proposal from OMB to move that goal up a year earlier to make the program self-supporting by 1987.

MAKING FLOOD INSURANCE PROGRAM SELF SUPPORTING

Mrs. BOGGS. Why has FEMA decided it must make the program self-supporting in fiscal year 1987 instead of 1988, as it previously planned?

Mr. BRAGG. I think they feel there is an overriding need to reduce the budget deficit, and one way to do that is to move this goal a year earlier.

Mrs. BOGGS. You are saying FEMA has decided that?

Mr. BRAGG. No, OMB.

WRITE-YOUR-OWN PROGRAM

Mrs. BOGGS. I was pleased to learn the number of policies has increased, and I understand that you attribute the increase to your Write-Your-Own program. Because of my concern about the size of the policyholder base, this is good news. I am interested in knowing how many of the WYO policies represent new business, how many are rollovers and how many are conversions from the old or regular NFIP programs. Could you provide that information?

Mr. BRAGG. Yes. Of the 660,000 policies that are written by write-your-own companies today, 31 percent of those policies are new business; the remainders are rollovers from the existing contractor.

Mrs. BOGGS. In the new business, the 31 percent, if you had not had a Write-Your-Own policy program, would they have been new policies anyway, do you think?

Mr. BRAGG. We don't think so. What we have done with the Write-Your-Own program is harness the distribution system of the private market. We have made more agents available to us to sell flood insurance because these agents are ones that were reluctant to do it in the past. They have no reluctance to give it to companies they represent on a daily basis. With companies taking over the business, agents are encouraged to write business for the companies the business would go to every day.

RETENTION RATE FOR FLOOD INSURANCE POLICIES

Mrs. BOGGS. Do you have any information on how many have dropped their policies?

Mr. BRAGG. We continue with our retention rate of 80 percent for last fiscal year, and that remains consistent through this year.

In fact, that 80 percent on the average has been the retention rate for the history of the program.

Mrs. **Boggs**. I know people who have dropped their policies because they are only marginally at risk and others because the rates are too high for them to afford, particularly older people who do not have mortgages on their homes and who simply cannot afford the rate increases.

Mr. **Bragg**. We have not seen a decrease.

WRITE-YOUR-OWN PROGRAM

Mrs. **Boggs**. I am told many insurance companies participating in the WYO program believe that the program cannot ever really be self-supporting because of the high risk policies, many of which those companies would not write without the guarantee of Federal backing. How would you respond to that?

Mr. **Bragg**. I think you are correct in saying companies would not participate without the guarantee of the Federal backing. I think they feel that way because even our self-supporting ones do not anticipate catastrophic type of loss for which the companies would not be able to make up the difference.

I think that they would agree with our projections, however, that on an average annualized loss basis, we can make the program self-supporting on the average, given the average losses per year and the average premium that is coming in.

Mrs. **Boggs**. It certainly would be flying in the face of the other difficulties these days.

Where do you envision the WYO program going, and do you expect it to be able to replace the current NFIP regular program?

Mr. **Bragg**. I anticipate the program to continue to grow both in terms of rollover and generating new business. We are hopeful that a much higher percentage of the 257 companies that are participating in the program actually comes on line and begin to sell policies within the next year. It hasn't been determined yet whether we will continue with a contractor servicing type of arrangement like we have now. My guess is, at this point, that we would not want to deny the avenue for servicing the business. There may still be agents who want to participate through a private contractor as opposed to a company, and, therefore—or perhaps the companies they represent are not write-your-own companies, they would need an avenue to write business.

So, based on that, my presumption at this point is that we will retain some method of distributing the market, the product, through a private contracting facility.

FLOOD PLAIN MANAGEMENT

Mrs. **Boggs**. If most of the program goes to the WYO plan, how do you plan to maintain the essential flood plain management component of the program?

Mr. **Bragg**. We have not dug into the flood plain management aspects of the program That will still be handled by the FEMA government staff that we have on line now, today.

Mrs. **Boggs**. If you phase it out——

Mr. **Bragg.** We would not phase out flood plain management on those activities. We would keep those an integral part of the program. We are simply phasing out the contractor from servicing the policies that it currently services.

Mrs. **Boggs.** If by 1987 OMB's plans go awry and by 1988 you are going to make this a self-sustaining component of insurance, how, then, do you propose to maintain the flood plain management?

Mr. **Bragg.** We would always maintain flood plain management. We always envision the Federal Insurance Administration as part of FEMA to carry out the government function of maintaining the program. We would not envision turning over the policy making role of the program to the private companies for flood plain management.

EFFECT OF WRITE-YOUR-OWN ON POLICYHOLDER BASE

Mrs. **Boggs.** What were your original growth expectations for the policyholder base using the WYO program?

Mr. **Bragg.** We had hoped we would be able to generate eight percent growth per year. We are a little short of that, but we think that is because we have not brought the entirety of our companies on line.

ADMINISTRATIVE COSTS

Mrs. **Boggs.** Why did you have to ask for a special reprogramming last year to cover administrative costs?

Mr. **Bragg.** The reprogramming we asked for last year was about $2 million, and we had asked for it because at the time we thought our expenses for our claims and agents' commissions were going to exceed the limitations by the committee. Both of those, of course, are demand-driven and are not easily predicted. As it turned out, our projections were—as the need for the money was high, we only ended up needing an additional $500,000 of the $2 million we had requested.

Mrs. **Boggs.** Thank you. Thank you, General.

Thank you, Mr. Chairman.

Mr. **Boland.** I understand that this particular area was covered pretty well this morning.

Mrs. **Boggs.** I was here, but I saved the general questions.

Mr. **Boland.** I don't know of anyone that can cover it better than you, as all of us know. No one is more interested in this program than Lindy Boggs, and Hale was the instigator of the program back when I was a kid in this place; that is a long long time ago.

And it was, of course, a terribly important program to her particular area because most of New Orleans is below sea level.

Mrs. **Boggs.** We do have, in Algiers, at the Naval Station, a beautiful sign that says "Plus two feet."

Mr. **Green.** Not a lot of leeway.

Mrs. **Boggs.** We are below sea level, Mr. Chairman. Thank you, Mr. Chairman.

Mr. **Boland.** Bill, do you have any other questions?

Mr. **Green.** No.

Mr. BOLAND. That is all for this afternoon. Tomorrow morning we will continue with Emergency Management Planning and Assistance, and we will complete a pleasant hearing for you.

Mr. BECTON. Thank you very much, Mr. Chairman.

Mr. BOLAND. Thank you all.

THURSDAY, APRIL 10, 1986.

Mr. BOLAND. The Committee will come to order. We will turn to the Emergency Management and Planning Assistance, and the first tab is Civil Defense.

We are delighted to have Dave around for a while now. You are more familiar with these programs than anybody on this side or that side of the table, too.

Mr. MCLOUGHLIN. I don't know for sure, Congressman.

Mr. BECTON. The answer is correct, sir. On this side, anyhow.

MATCHING FUNDS FOR CIVIL DEFENSE

Mr. BOLAND. You are asking $126,565,000 and 508 workyears for Civil Defense activities in 1987. That is a decrease of $4,250,000, and an increase of eight workyears above the comparable 1986 levels.

Of the total 1987 Civil Defense request, $98,919,000 is under the Emergency Management Planning and Assistance account, and $27,646,000 is under the Salaries and Expenses appropriation.

As you are aware, the 1986 Civil Defense budget proposed reductions in state civil defense grants, and the objective, as we understand was to support all state and local personnel on the 50-50 matching fund basis. During a two-year transition period, FEMA planned to apply the 50–50 rate to the aggregated cost of all personnel then funded at 100 percent. This gave the option to the states to use the Federal match to fund fewer personnel than currently supported at 100 percent funding, or a greater number at a 50 percent match.

The Committee rejected that proposal because state and local budget cycles could not adjust that quickly. However, testimony received indicated that in 1987 states could assume responsibility for the additional cost.

Have you changed your objective in this area at all?

Mr. BECTON. Dave.

Mr. MCLOUGHLIN. Mr. Chairman, our intent last year was to go with 50–50 and the two-year transition, as you said. When the Congress restored the money last year to fund at the 100 percent level and when our budget was approved by OMB at $126.5 million this year, we budgeted for 100 percent. This did require us to take about a $2.5 million reduction in the Emergency Management Assistance line item.

While we are studying the Civil Defense program and completing the report promised to the Congress by July, we want to retain the 100 percent match for the state people so we don't lose the experience base until the final decision is made by the Administration and the Congress on what they want to support as a modified Civil Defense program.

Mr. BOLAND. I take it that if you don't change your position and arrive at the decision that you have just indicated, that this would take effect in 1987?

Mr. MCLOUGHLIN. 1988.

Mr. BOLAND. 1988?

Mr. MCLOUGHLIN. Yes.

Mr. BOLAND. Because of the two-year transition period?

Mr. McLoughlin. Yes.

Mr. Boland. Okay. Have any of the states already made changes in their budgets? They wouldn't make it on the basis of what you just told me, anyhow, I believe.

Mr. McLoughlin. Mr. Chairman, we stay in close contact with the states on this. In general, you are right. The states were quite concerned at the early part of this budget year about the match level. As soon as the budget went to the Congress, we did advise them of what the plans were as far as the budget was concerned. The States are expecting us to continue the 100 percent funding level.

Mr. Boland. Now, did this particular proposal originate with FEMA, or did it originate with OMB?

Mr. McLoughlin. The 50 percent match for 100 percent people?

Mr. Boland. Yes.

Mr. McLoughlin. It originated with FEMA, Mr. Boland. When our budget was cut from $181 million in 1985 to a request of $120 million in 1986, the only option we had to save experienced people was to go to a 50–50 match program.

REVISIONS TO CIVIL DEFENSE POLICY

Mr. Boland. On page II of the justifications, under Civil Defense, the legend indicates that deficit reduction makes it necessary to propose a second year of retrenchment in the Civil Defense program, and that during 1986 the direction of the program and policy issues will be addressed. With the announcement of policy decisions, a revised program will be proposed. That statement is somewhat similar to the one made last year before the Committee.

What about this revised policy? When do you anticipate this being addressed?

Mr. Becton. We are addressing that now with both the Department of Defense and the National Security Council. Hopefully, we will be able to have a more definitive answer this summer.

Mr. Boland. Can you indicate what program or policy options are being explored?

Mr. Becton. We are looking at the many aspects of civil defense. Certainly, I believe public education is one of the major ones that we have not been able to execute well. We are also looking at self-help.

We are also looking at the other aspects of civil defense, the shelter and certainly evacuation, as appropriate. But our basic view is that it will be the states' and local governments' decision as to which they execute, because they are closest to it.

Mr. Boland. When did you indicate the announcement may be made?

Mr. Becton. We anticipate this summer, the best I can say.

Does anyone have a better answer?

Mr. Maguire. We had committed to the Armed Services Committee a report by July 3 of this year.

IMPACT OF POLICY ON 1987 REQUEST

Mr. Boland. And would that impact upon the 1987 budget?

Mr. Maguire. We don't anticipate that it will have an immediate impact on the 1987 budget.

Mr. **Boland**. You would not anticipate a supplemental then, or would you?

Mr. **Maguire**. That could well be the case, sir.

Mrs. **Boggs**. Mr. Chairman, may I ask something?

Mr. **Boland**. Sure. Bill, or anyone.

CONSULTATION WITH INTEREST GROUPS

Mrs. **Boggs**. Have you been consulting with the national groups concerned and involved with civil defense, such as the National Emergency Management Association and the National Coordinating Council for Emergency Management?

Mr. **McLoughlin**. Mrs. Boggs, there has not been a great deal of consultation specifically about civil defense policy. We have a continuing dialogue with the National Emergency Management Association, in particular, and the National Coordinating Council on Emergency Management. Our efforts are always to include them wherever it is possible in those discussions.

In this study, the relationship of CD to the classified programs and state and local continuity of government is important. Because of the classification, it has restricted our ability to get external input in this area. But we do have, through our regional offices and Regional Directors, a continuing dialogue with the states.

Mr. **Maguire**. If I could expand on that, Congresswoman, in 1984 we conducted a large-scale civil defense reassessment and we went out to all the state directors and to these organizations. We focused on the specific program elements and asked for feedback about how we were conducting our civil defense activities in their behalf. The results of that reassessment were reported and have been reflected in the various program elements that we are working on.

This current review is a national policy review and does not so much impact on the specific program elements.

Mrs. **Boggs**. Okay. Thank you.

Thank you, Mr. Chairman.

MONITORING THE USE OF CIVIL DEFENSE FUNDS

Mr. **Boland**. On CD-1, the last sentence in the first paragraph indicates that, "Funds made available to States may be used for preparing for, and providing emergency assistance in response to, peacetime disasters to the extent such use is consistent with, contributes to, and does not detract from attack-related preparedness."

How does FEMA monitor the states' use of civil defense grant funds to ensure that the funds' usage doesn't detract from attack-related preparedness?

Mr. **Becton**. Basically, sir, it starts with the negotiating of a CCA, Comprehensive Cooperative Agreement. Once that is negotiated and signed by all parties, it goes to the State and our Regional Director; it is up to the Regional Directors to monitor their execution of that contract.

Mr. **Boland**. And how do you know whether or not the states are using these grants for attack-related preparedness? You tell me by monitoring, but can you tell how much of the particular grant is used for this particular purpose?

Mr. McLoughlin. Mr. Chairman, in order to do that you almost have to look at each part of our budget. Let me give you a couple of examples and see if you want to follow up.

In the warning area, although there are no funds this year for warning, last year there were funds for warning. When we match 50–50 on the installation of a warning siren, clearly warning can be used for any kind of peacetime emergency or nuclear attack. It is probably the purest function in emergency management. So, we are confident that once a warning system gets installed, it can be used for attack preparedness.

If you take something like an emergency operating center in which we provide 50–50 matching funds, the state has to agree to certain things before we sign the agreement. They have to agree to such things as: a fallout protection factor of 100; emergency communications; and emergency generators with a two-week connected fuel supply. There are several attack-related preconditions to the grant.

The hardest area to monitor, really, is the emergency operation planning area. It is very difficult to define precisely how to do it. However, we have improved our efforts in this area just this year and state and local governments had an opportunity to participate in the development effort. We published a civil preparedness guide that lays out what we think ought to be in a good emergency operations plan. We also have a checklist against which we can evaluate individual plans. We evaluate a state plan against that and we evaluate 20 percent of the local plans.

The states actually approve the local plans. We don't approve them. The states approve their own plans, in fact. We simply determine whether they are acceptable as a product under the CCA.

But that checklist enables us to do a better job of monitoring attack preparedness.

Mr. Boland. And they use funds for that emergency planning effort, I take it?

Mr. Becton. That is correct.

Mr. Boland. And the majority of funds, I take it, are used for the warning systems and the particular centers that you have indicated and the majority of the grant would be used for those purposes because they appear to be more attack-related?

Mr. McLoughlin. In 1986 and again in 1987, we did not request any funds for warning or emergency operating centers. The emergency planning operations are done under two line items—the 50-50 match, Emergency Management Assistance Program, under which we fund about 1,500 people at the State level and about 5,500 people at the local level and the population protection program that funds 180 State planners at 100 percent.

DEFINITION OF CIVIL DEFENSE

Mr. Boland. How do you define "civil defense"? Will you give me a definition?

Mr. Becton. Yes, sir. It is the element that provides defense in a multi-hazard approach to protect the population. I could read a statement that it is the policy of the United States to enhance the deterrence of strategic nuclear war through a strong and balanced program of strategic forces including effective capabilities for strategic defense. Civil defense, along with effective continuity of government programs, emergency mobilization, and secure and reconstitutable telecommunications systems, is an essential ingredient of our forces.

It is a matter of national priority to have a United States with a civil defense program which provides for the survival of the United States population.

Mr. BOLAND. Is that what your definition is, too, Dave?

Mr. MCLOUGHLIN. Congressman, I am not about to not support the Director on that definition.

Mr. BECTON. Let me clarify. I said earlier, too, sir, he was the expert. I was reading the policy statement.

Mr. MCLOUGHLIN. There is a definition in the law itself, Mr. Chairman, and basically that definition has three parts. The law says that civil defense programs should save lives, protect property and repair facilities, such as utilities, in order to sustain the population.

Mr. BOLAND. No matter where the attack comes from, natural attack or an adversary.

Mr. MCLOUGHLIN. That was what I was about to add.

Mr. BECTON. That is correct, sir.

Mr. MCLOUGHLIN. The law was amended in 1980 to define civil defense more precisely—it listed a series of program elements to consider, like emergency operating centers, evacuation planning, warning systems, and so on.

Then, in 1981, the definition of civil defense was modified to include peacetime natural and technological hazards.

Mr. BOLAND. Again, I suppose it is difficult to determine how much is spent by the States by way of the Federal grant for attack-related preparedness and for the natural disaster problems.

Mr. MCLOUGHLIN. Yes.

We have a new system that we told you about last year, which is called our Hazard Identification Capability Assessment Multi-Year Planning effort. We have some early data in from that system which suggests that states are putting more money into emergency management than the Federal government is.

Since this is self-reported data, it is going to take us a little more time to substantiate some of the actual figures to assure they are accurate. But most of the dollars that states put into emergency management are going to those things that they think are the highest priority. These are generally the peacetime emergencies.

That is why it has been important to us, Mr. Chairman, to try to retain, wherever we can, the 100 percent funded staff, particularly in population protection and radiological defense. The State and local governments generally view the nuclear attack part of the effort to be a Federal responsibility.

WORKYEARS SUPPORTING CIVIL DEFENSE

Mr. BOLAND. On page CD-3, the table indicates that 564 workyears were supported in the Civil Defense program in 1985. Last year you estimated that you would support 666 workyears in 1985.

It appears the reduction in the Civil Defense program is the largest reduction taken in workyears in 1985.

Why was there that large a reduction?

Mr. McLoughlin. The principal reason for that was the money that was available, Mr. Chairman. We simply did not have money for any additional personnel.

WORKYEAR LEVEL FOR STATE AND LOCAL EMERGENCY MANAGEMENT

Mr. Boland. Why did the 1985 workyear level for State and local emergency management increase from last year's estimate of 209 to 245?

Mr. McLoughlin. May I answer that in the broad context? I suspect you will ask a question later about the 22 workyear increase and the 20 workyear decrease in other line items.

The Director has made reference to the fact, as we did yesterday, that it is important for us right now to get right with the budget. This Committee is well aware of the fact that we have not always been right with the budget in the last couple of years. We are making every effort to do that now by identifying where people are actually being utilized and under what account they are being paid.

We had a major meeting with our regional people up at our Emmitsburg facility in January of this year. We went over person by person, dollar by dollar, where people are working and how they are being paid in the system. That is essentially what accounts for the changes in the numbers. The 87 budget reflects how we expect to pay our people and from which account.

Mr. Boland. That would be the same reason for the decrease in the population protection area?

Mr. McLoughlin. Yes, sir.

EMERGENCY MANAGEMENT ASSISTANCE (EMA GRANTS)

Mr. Boland. On page DC-8, the table shows $56,581,000 obligated for the EMA grants in 1985. The current estimate for 1986 is $54,549,000 and the request for 1987 is $54,123,000.

Did any State receive less EMA funding in 1985 than in 1984?

Mr. McLoughlin. They did not, if you consider the initial allocation that is made under the EMA program. We try to hold each state harmless with respect to their initial allocation. We did this in 1985.

There is a 2 percent reserve in the formula that permits us to do that.

If a State has given you information to the contrary; it was probably that their 1985 allocation was less than their final allocation in 1984. There are some States in which this did occur. I can get you a list of them.

Mr. Boland. You may supply it for the record.

[The information follows:]

Comparative Emergency Management Assistance Allocations

Nine (9) States received less funds in FY 1985 than in FY 1984. Generally, the reasons will be found in population changes or the number of participating jurisdictions in a State.

STATES WITH FY 1985 EMA ALLOCATIONS LESS THAN FY 1984

State	FY 1984 Final Allocation	FY 1985 Initial Allocation	FY 1985 Final Allocation
New Jersey	$1,550,767	$1,537,979	$1,544,[illegible]95
Puerto Rico	983,356	972,367	972,367
Virginia	1,285,257	1,236,053	1,249,869
Alabama	1,194,771	1,113,793	1,164,072
Georgia	1,468,762	1,421,838	1,449,484
Mississippi	792,844	743,689	755,619
Minnesota	1,796,307	1,608,365	1,662,545
Wisconsin	1,304,285	1,262,930	1,292,585
California	5,020,257	4,807,719	4,943,962

FORMULA FOR EMA GRANTS

Mr. BOLAND. Will the distribution formula for EMA grants in 1985 be the same as in 1987?

Mr. MCLOUGHLIN. Yes, it is.

Mr. BOLAND. Will you provide for the record a table of EMA funding for 1985, 1986 and 1987?

[The information follows:]

EMERGENCY MANAGEMENT ASSISTANCE FUNDING

As clarification, the column for FY 1985 represents actual expenditures in a line item of $57 million. The column for FY 1986 represents the amount allocated to the States. The column for FY 1987 is an estimate that reflects a reduction in the appropriation; it can be construed as being close to the actual allocation, but factors such as population changes, or funds returned during the current fiscal year, will have an effect on the actual FY 1987 allocations.

EMA Funding

Area	FY 1985	FY 1986	FY 1987
Total	$56,670,306	$54,549,000	$54,123,000
Region I	3,513,826	3,357,085	3,330,868
Connecticut	930,687	818,252	811,862
Maine	558,120	533,640	529,472
Massachusetts	1,144,296	1,115,468	1,106,757
New Hampshire	327,029	340,505	337,846
Rhode Island	321,109	309,115	306,701
Vermont	232,585	240,105	238,230
Region II	6,946,076	6,539,903	6,488,830
New Jersey	1,544,595	1,466,631	1,455,177
New York	4,334,273	4,055,005	4,023,338
Puerto Rico	972,367	927,504	920,261
Virgin Islands	94,841	90,763	90,054
Region III	6,109,018	5,804,419	5,759,089
Delaware	435,857	417,115	413,858
Dist. of Columbia	443,680	445,565	442,085
Maryland	1,101,613	1,052,977	1,044,754
Pennsylvania	2,392,732	2,211,539	2,194,268
Virginia	1,249,869	1,181,920	1,172,689
West Virginia	485,267	495,303	491,435
Region IV	9,812,660	9,246,587	9,174,376
Alabama	1,164,072	1,063,434	1,055,129
Florida	2,066,738	1,986,721	1,971,206
Georgia	1,449,484	1,353,684	1,343,112
Kentucky	881,228	870,315	863,518
Mississippi	755,619	710,594	705,045
North Carolina	1,457,120	1,336,383	1,325,947
South Carolina	927,499	880,974	874,094
Tennessee	1,110,900	1,044,482	1,036,325

Area	FY 1985	FY 1986	FY 1987
Region V	$9,463,675	$9,359,775	$9,286,680
Illinois	2,089,205	2,004,941	1,989,283
Indiana	997,414	1,107,314	1,098,666
Michigan	1,871,982	1,788,742	1,774,773
Minnesota	1,662,545	1,509,963	1,498,171
Ohio	1,549,944	1,746,892	1,733,250
Wisconsin	1,292,585	1,201,923	1,192,537
Region VI	5,290,184	5,264,576	5,223,462
Arkansas	753,456	718,094	712,486
Louisiana	1,078,635	1,018,218	1,010,266
New Mexico	286,909	318,214	315,729
Oklahoma	831,183	800,321	794,071
Texas	2,340,001	2,409,729	2,390,910
Region VII	2,958,045	2,911,822	2,889,082
Iowa	649,217	678,182	672,886
Kansas	749,797	712,803	707,236
Missouri	1,023,677	1,007,957	1,000,085
Nebraska	535,354	512,880	508,875
Region VIII	3,063,186	3,061,831	3,037,920
Colorado	760,095	761,612	755,664
Montana	511,975	493,117	489,266
North Dakota	425,226	434,349	430,957
South Dakota	405,931	394,825	391,742
Utah	555,189	559,339	554,971
Wyoming	404,770	418,589	415,320
Region IX	6,865,264	6,484,435	6,433,795
Arizona	836,930	807,193	800,889
California	4,943,962	4,568,279	4,532,603
Hawaii	604,470	554,900	550,567
Nevada	317,050	398,214	395,104
American Samoa	40,655	38,907	38,603
Guam	87,528	83,764	83,110
N. Mariana Islands	34,669	33,178	32,919
Region X	2,648,372	2,518,567	2,498,898
Alaska	405,230	367,291	364,423
Idaho	384,380	381,867	378,885
Oregon	746,890	724,796	719,136
Washington	1,111.872	1,044,613	1,036,454

FUNDING THROUGH COMPREHENSIVE COOPERATIVE AGREEMENTS

Mr. BOLAND. On page CD-17, the next-to-the-last paragraph, the legend states that FEMA awarded $99 million to the 56 states through the CCA delivery mechanism in 1985.

How much of the funds requested in 1987 does FEMA plan to award to states through this delivery mechanism?

Mr. McLOUGHLIN. 1985 or 1987, sir?

Mr. BOLAND. In 1987.

Mr. McLOUGHLIN. There are $78 million in CD funds that will be awarded through the CCA process, which is about 62 percent of the CD budget. There are an additional $8.3 million in telecommunications and things like individual mobilization augmentees that are basically beneficial to the State and are 100 percent federally funded.

Mr. BOLAND. Would you provide for the record the CCA delivery mechanisms for 1985, 1986 and 1987?

[The information follows:]

COMPREHENSIVE COOPERATIVE AGREEMENT FUNDING

The following table displays the funding levels provided to States through the Comprehensive Cooperative Agreement (CCA). In FY 1985, the figures represent actual expenditures by the States; in FY 1986, the figures represent allocations made by FEMA; in FY 1987, the figures are based on estimates derived from the FY 1987 budget request. The table includes funding totals under the Civil Defense Act (programs identified by asterisk) and other programs in FEMA.

CCA Funding By Program FY's 1985, 1986, and 1987

Program	FY 1985	FY 1986	FY 1987
Emergency Management Assistance*	$56,670,306	$54,549,000	$54,123,000
Disaster Preparedness Improvement	1,411,000	1,425,000	1,500,000
Radiological Protection Planning*	2,216,354	2,390,300	2,445,000
Radiological Instrument Maintenance & Calibration*	4,806,114	4,693,000	4,300,000
Population Protection Planning*	8,228,069	8,335,000	7,975,000
Facility Survey*	2,885,214	2,940,000	3,418,000
Direction, Control and Warning*	0	0	0
Emergency Operating Center*	9,060,518	0	0
Warning and Communication*	541,000	0	0
Maintenance & Services*	1,266,000	0	0
Earthquake Preparedness	1,358,620	1,206,100	1,600,000
Hurricane Preparedness	125,000	640,000	800,000
State Assistance Program**	2,429,131	0	0
Community Assistance Program	0	1,912,628	1,912,000
Hazard Mitigation Assistance	0	200,000	200,000
Emergency Management Training*	5,730,352	5,907,256	5,700,000
Total	96,727,678	84,198,284	83,973,000

**State Assistance Program's last year was FY 1985; Community Assistance Program replaced State Assistance Program beginning in FY 1986.

RADIOLOGICAL DEFENSE OBJECT CLASS

Mr. **Boland**. You are requesting $10,365,000 for radiological defense in 1987. That is a decrease of $69,000 below the 1986 level.

On page CD-23, you show an increase of $549,000 in 1987 for other services, and decrease of $623,000 for grants.

Why the change in object classification when the overall 1987 program is basically the same as in 1986?

Mr. **McLoughlin**. Actually, there is an error in our 1986 current estimate column under object class 25. We do expect to spend this year, under object class 25, $2,530,000 which will be roughly the same in the two fiscal years.

Essentially what that supports, Mr. Chairman, is our instrument development effort.

DOSIMETERS

Mr. **Boland**. On page CD-32, the fourth item from the bottom, it is stated that starting in the outyears you plan to procure dosimeters and ratemeters in limited numbers from three private sector sources.

Do you plan to request funds to start the first production of the dosimeters in 1988?

Mr. **McLoughlin**. Yes.

Mr. **Boland**. What do you estimate it will cost to procure the 2.8 million dosimeter requirement a year?

Mr. **McLoughlin**. Our current estimate is between $15 and $25 per instrument, Mr. Boland.

The reason we can't tie it down any closer than that is it is going to depend on how much competition we can get in the marketplace. There are not very many manufacturers of dosimeters now.

EMERGENCY OPERATING PLANS

Mr. **Boland**. On page CD-41, Population Protection, the request is $7,975,000 for planning in 1987. That is a decrease of $64,000 below the 1986 level. And on page CD-46, the justification states that the objective of the Population Protection Planning program is to assist state governments to develop, evaluate and maintain 52 State and 3,398 local multi-hazard emergency planning operating plans by 1990.

How many emergency operating plans were produced at the end of fiscal year 1985?

Mr. **McLoughlin**. Mr. Chairman, the numbers go something like this: At the end of 1984, we had completed about half of the crisis relocation plans. We needed about 3,200 and we had completed about 1,500.

In the 1985 budget, we implemented the integrated emergency management system. In the first year of that transition, while we were trying to understand what it was all about, we only asked each state to produce one plan that year. Actually, there were about 60 to 70 produced in 1985.

In this year, 1986, our expectation is that we will have about 400 additional plans produced.

Mr. **Boland**. When you talk about the production of a plan, does that indicate the evaluation of and the acceptance by the local community?

Mr. **McLoughlin**. There are two processes by which we get the plans developed. If it is done under the 100 percent program—that is the population protection planning effort—then it is a contractual requirement. We require the plan to meet the checklist I made reference to earlier.

What we can't hold the states accountable for is formal adoption of that plan by the community. Sometimes that takes six months, eight months, or even a year after it is produced. Usually they are accepted; sometimes with changes.

If a local plan is produced under the Emergency Management Assistance 50-50 match program, we look at only 20 percent of these.

We rely on the state to monitor the rest of them. We simply don't have resources to do that. Most of these plans are eventually accepted by the localities.

Mr. **Boland**. The justification states that you plan to develop 500 state and local EOPs in 1986, and 500 in 1987.

How many EOPs do you estimate will be evaluated and accepted at the end of 1986?

Mr. **McLoughlin**. We will not meet that 500 target in 1986. That target is our goal. The money for planners has been straight-lined the past few years. Therefore, we are losing planners. We had about 205 three years ago. We are down to about 175. Since we are losing capability, the number of plans may be more in the area of 400 this year. Our goal is 500 in 1987. That is probably an optimistic goal, but it remains our goal.

Mr. **Boland**. Can you produce, for the record, a table showing by year the number of state and local EOPs you estimate to be developed by 1990? Also, indicate the number of state and local EOPs that will be evaluated and accepted by the end of each year.

[The information follows:]

EMERGENCY OPERATIONS PLANS

ESTIMATED NUMBERS OF STATE AND LOCAL EMERGENCY OPERATIONS PLANS (EOP'S) TO BE DEVELOPED, EVALUATED, AND ACCEPTED BY FISCAL YEAR

Fiscal Year	EOP's Developed	Cumulative EOP's Developed	EOP's Evaluated	Cumulative EOP's Evaluated	EOP's Accepted	Cumulative EOP's Accepted
Through FY 86		850		750		750
FY 1987	500	1,350	400	1,150	400	1,150
FY 1988	500	1,850	400	1,550	400	1,550
FY 1989	500	2,350	400	1,950	400	1,950
FY 1990	500	2,850	400	2,350	400	2,350

Note.—The numbers in this table are FEMA goals based on what is regarded as feasible production for the funding levels requested. The actual work is carried out under a cooperative agreement negotiated between FEMA and the State emergency management departments and agencies. Actual results depend heavily on the level of commitment of State and local government officials and on the quantity and quality of human and material resources they are willing and able to contribute to the cooperative effort. These factors are heavily impacted by the degree of program stability perceived by State and local authorities.

MULTI-HAZARD FACILITIES SURVEY

Mr. **Boland**. Last year, you talked about the multi-hazard facilities surveys. It was estimated that $37.5 million would be needed to complete the multi-hazard facilities surveys within a five-year cycle. That is reflected on page 157 of last year's hearings.

Is that estimate still valid and accurate?

Mr. **McLoughlin**. Mr. Chairman, that estimate was based on some stability in the shelter survey program.

When we proposed to go to 50 percent funding, we had considerable slippage and slowdown in the system. People were looking for other jobs. Survey staffs were concerned that states wouldn't pick up their share of the 50–50 match. So, we lost momentum.

The $37 million estimate was based on doing the survey with a fully functioning program over five years.

Mr. **Boland**. Have you any idea now what it would cost to complete the multi-hazard facilities survey for all 3,400 jurisdictions?

Mr. **McLoughlin**. No, sir. I would have to provide that for the record.

[The information follows:]

Facility Survey Engineering and Development

The cost to complete a multihazard facility survey must be understood in the context of our policies, the threat asumptions, and the objective of the program effort.

Our program policy and objective are to address the primary requirements of a nuclear attack planning base and through a multi-hazard survey procedure, also identify protective shelter from the threat of tornado; identify reception and care capacities useful to all hazards, including nuclear attack; assess the vulnerability of key facilities to damage from high wind (e.g., hurricane) and from earthquake; identify facilities that can be upgraded to provide fallout protection in areas that have deficiencies in terms of the number of fallout shelter spaces available to meet the requirement of resident population and of evacuees that could be hosted in a jurisdiction that is deemed not to be at risk to direct effects of blast.

Because the fallout survey and upgrading survey features do not reflect protection against blast, it is our policy to give priority attention to those jurisdictions that are not at risk to blast and direct effects of nuclear detonation. Pending the final outcome of the current Nuclear Attack Planning Base study, we estimate that of the 3,400 planning areas, 2,000 at least represent potential nonrisk areas, i.e., areas that are likely to be subject to fallout only. Roughly, we calculate that these areas contain 108 million resident population plus another 63 million people in marginal areas, that is, areas that would likely be subject to very low blast overpressures where fallout shelters would contribute to the saving of lives. We have calculated the cost to survey these areas which represent 171 million resident population to be approximately $852 million.

We have not calculated cost to do surveys in nuclear attack risk areas, because we have not conclusively determined the technology and procedure that would be most cost effective in relation to potential lives saved.

Mr. **Boland**. How many jurisdictions do you estimate will be surveyed by the end of 1987?

Mr. **McLoughlin**. Total number?

Mr. **Boland**. Yes.

Mr. **McLoughlin**. Well, we have had three separate cycles. We started the cycle in 1960. We, in effect, have surveyed 1.6 million facilities outside the risk areas. That is about the total we need to survey.

In the early 1970s, we started the survey in the risk areas. After about two or three years, for a variety of reasons, including money, we stopped that part of the survey. So we have not done anything in the risk areas for a number of years.

In 1985 we started the multi-hazard survey. We have only completed a couple hundred jurisdictions using the multi-hazard methodology.

If we complete the nation using the multi-hazard approach, it will be many years before that is concluded at the current rate.

Mr. BOLAND. The average cost per facility surveyed was $37.25 in 1984. Last year, you estimated that the cost would be $40.50 per facility in 1985.

Can you give us the actual cost per facility surveyed in 1985?

Mr. MCLOUGHLIN. That is one bit of good news. It was $34.97.

Mr. BOLAND. Well, what do you estimate the average cost per facility surveyed will be in 1986?

Mr. MCLOUGHLIN. Probably about $57.

PROTECTION OF INDUSTRY CAPABILITIES

Mr. BOLAND. Turn to the Protection of Industrial Capability, page CD-60. The last funding for this program was in 1985. Under the 1985 accomplishments, the legend indicates there was a testing of a 100-person shelter at the White Sands Missile Range.

Do you have the results of that particular testing?

Mr. MAGUIRE. We have the results, Congressman. The shelter survived the testing as it was designed to do, and that is the best I can say.

Mr. BOLAND. What will you do with the results of the testing?

Mr. MAGUIRE. They will be used. As we testified before, all the results from this blast shelter testing program will be available on the shelf for any shelter surge activity needed in the future. We intend to take further looks at the shelter that was used for the initial test and examine other ways that we can get further data from the shelter, perhaps by some additional explosive testing.

STATE AND LOCAL DIRECTION, CONTROL AND WARNING

Mr. BOLAND. Turn to State and Local Direction, Control and Warning. On page CD-62, the table shows 1987 requests of $70,000 for Emergency Operating Centers, $70,000 for State and Local Warning and Communications Systems, and $30,000 for the Emergency Broadcast System. No funds are available for these programs in 1986.

Why has FEMA requested these small amounts of funds for these programs in 1987? What do you expect to accomplish with this funding?

Mr. MCLOUGHLIN. We didn't include any funds in 1986 since our strategy at the $120 million budget level was to save people, not hardware.

This year, at the $126.5 million level, we requested small amounts in each of those areas to do two things. First, it will permit some minimum maintenance on systems like EBS. We can put in a new generator or repair some communications equipment.

Second, it will permit us to do some minimum studies in developing of guidance.

In 1987, we are trying to hold our experienced engineers and communicators until we know what will happen with the CD program. The S&E dollars will enable our people to provide guidance and technical assistance to state and local governments on direction control and warning.

TRAVEL STIPENDS AND LODGING FEES

Mr. **Boland**. Turn to Training and Education. You are requesting $11,668,000 in 1987, a decrease of $1,688,000 below 1986. The decrease is primarily due to the elimination of the student travel stipends ($1 million), and the proposal to charge lodging fees for training at Emmitsburg.

What do you believe the impact will be of not paying travel stipends and charging lodging fees for students taking civil defense courses at Emmitsburg?

Mr. **Becton**. We believe it will have a negative impact initially. But I would like Jim McNeill to answer that.

Mr. **McNeill**. We have been trying to study that, Mr. Chairman, carefully. There are a lot of variables at work in this situation, particularly the ability of the state to find the money to pay for the cost of travel. That takes a while.

The question of quality of the courses, how much they are willing to pay for quality, that is a very complicated process. We are studying it carefully. We have been using the assumption—we have tried estimates from 25, 50, 75 percent, depending on location. We have used 30 percent as a planning number.

Our assumption is that the drop-off will be temporary. In a year or two, it might come back primarily because the quality of the programs is such that states will just have to find money to send their key people. It is training they can't find elsewhere.

Mr. **Sabo**. Can I go ahead? I have some questions.

Mr. **Boland**. Sure.

EMERGENCY MANAGEMENT FUNDS FOR MINNESOTA

Mr. **Sabo**. The people who run Minnesota's State Emergency Services Office tell me they are having some problems with your agency at the present time. They say that traditionally you negotiate with the States over an annual work plan and you come to an agreement about cost-sharing.

According to the Minnesota agency, they have been implementing the plan for fiscal year 1986 since October, but they have not yet received any funds from you for the Federal share. This is beginning to cause problems, and they don't know whether they should cut back their program or lay off employees, or what exactly to do.

Can you tell me when you intend to distribute 1986 funds to the States?

Mr. **McLoughlin**. Mr. Sabo, it is true, we have had difficulty in getting dollars to the state this year. Part of that is the result of the way in which the funds have been apportioned. In previous years, we have received most of our funds at the beginning of the fiscal year.

This year we are getting our funds at the approximate rate of 25 percent each quarter. This has caused delays in our system. We have made a couple of internal mistakes which I frankly acknowledge.

We are in the process of allocating the dollars to our regions, and that should be corrected. If it is not corrected today, it should correct the problem within the next couple of weeks.

Mr. SABO. Have they gone out on a quarterly basis? Have any funds gone out?

Mr. McLOUGHLIN. Yes. First quarter funds were out.

Mr. SABO. Second quarter?

Mr. McLOUGHLIN. The second quarter funds are in the regions.

Mr. SPRINGMANN. They are out already.

Mr. McLOUGHLIN. They are out to the regions. Once the funds get to our regions, it takes additional time for them to get to the states. That is why I say if it is not corrected now, it will be within the next couple of weeks.

Mr. SABO. So they shouldn't lay anybody off?

Mr. McLOUGHLIN. No, clearly not.

DISTRIBUTION FORMULA FOR EMA FUNDS

Mr. SABO. I have also reviewed your evaluation on the distribution of funds under the Emergency Management Assistance program. I have to tell you that I have some problems at least as it relates to Minnesota.

The State of Minnesota has prepared an analysis of your report entitled "Comments on the Distribution of Funds Under the Emergency Management Assistance Program." Basically, they make some very important technical points which I would like you to respond to.

First, they disagree with your emphasis on straight population in the formula. While population is an important variable in emergency situations, they think you should also look at geographic area or the distribution of population. They believe this would give you a better measure of the needs.

Secondly, they also disagree with using the initial allocation for prior year funding as a measure of program quality. They believe you should look at the final allocation for the prior year as this is often significantly different from the initial planning estimates.

Thirdly, they have a concern about the way in which you have measured disasters; apparently, only count those accompanied by a presidential declaration. They point out that similar disasters may be covered by the Small Business Administration or the Department of Agriculture in one State, and a presidential declaration in other States. This would lead you to underestimate the problem in one State compared to another and distort your statistics.

Mr. McLOUGHLIN. Congressman, two of the factors you reference relate to the EMA allocation. The part on disasters probably relates to exercises. Let me set that point aside and I will come back to that.

The EMA formula is made up of four parts. Fifty percent of it comes from the previous year's allocation; that is, the initial allocation.

Mr. SABO. Initial; not final?

Mr. MCLOUGHLIN. That is correct.

A third is based on population. These two make up most of the Minnesota allocation.

Ten percent is based on the proportion of EMA community population to the total state population. And, lastly, five percent is basically a $50,000 grant to each State. This is a baseline figure for all states.

We use the initial allocation as the measure of the 50 percent part because that is the best indication of the current state of preparedness in Minnesota. The final allocation includes funds returned from states that couldn't use all of their allocated funds. We redistribute these monies at the end of the fiscal year to the states that can use them.

The final allocations are frequently not available in sufficient time to be used in the EMA distribution. The best way I can respond to this issue, is to suggest that Minnesota recommend a more equitable formula. We know that a number of States don't like the formula. It is a published regulation and we must abide by it, or change it. We have agreed to change the regulation, but what we can't get agreement on the changes. We have been working with the National Emergency Management Association and offered them the opportunity to propose a new formula to us. However, it is difficult to get agreement among States. What happens with a given amount of EMA money is that the only way Minnesota can get more money is to take it away from Massachusetts or New York. That will cause other questions to be asked.

We are prepared to look at any new formula that has the general support of the States. What we would urge Minnesota to do is two things: send their specific suggestions to us, and work with the National Emergency Management Association and try to get a collective agreement on changes to the formula.

MINNESOTA PROGRAM

Mr. SABO. I understand that problem. And I don't think the state is looking for more, but what disturbs them is losing funds. We think we have a good program in Minnesota, and Minnesota keeps less at the State level than your rules permit. The State keeps only 23 percent, and passes the balance on through to local communities.

The State of Minnesota is also the third largest contributor percentage-wise of any state government to the program. I think only the District of Columbia and the State of Georgia have contributed more. Yet, under the formula proposed, Minnesota is projected to lose 63.7 percent of EMA allocations between 1984 and 1990. So, this seems like sort of a radical reduction in distribution of funds. Particularly since Minnesota, by all indications, is running a very good program and also putting proportionally more State funds into the program than most other States in the country.

I suppose what makes this appear even more ironic to us is that, at the same time that this is happening with your funding, the Department of Energy is looking to Minnesota as a second repository site for nuclear wastes. Now, as a matter of fact, 8 of the 12 potential secondary sites are in Minnesota. So we have one Federal agency proposing action which clearly would require all sorts of planning as something that might happen in this century or early in the next; and, at the same time, FEMA saying we are going to substantially reduce the funding available for planning in those years.

So, we are not looking for more money, but we would like to maintain the status quo. We don't understand why we should be so dramatically changed when we think we are running a good program with a State contributing, also.

Mr. McLoughlin. Let me reinforce your comments on Minnesota running a good state program. Earlier in my career, I was the deputy in the federal region that works with Minnesota. I am well aware of the fact that Minnesota, very early in the 1960s, when the Emergency Management Assistance program first came into being, was one of the first states that took advantage of it, and the state has developed a good capability since then.

You make reference to a 67 percent decrease up through 1990. Since there are some assumptions built into that by the State of Minnesota, I would prefer to provide a technical answer to them through our regional office.

Mr. Sabo. If you could, fine.

[The information follows:]

Emergency Management Assistance Funding for Minnesota

In your questioning, you refer to a decrease in Emergency Management Assistance funding to Minnesota by 63.7 percent. Let us clarify a number of issues concerning a decrease in Minnesota's funding. FEMA does not have a plan for allocating funds through 1990; however, prudent management dictates that we look at the long term implications of various policies and procedures. In our study of the distribution of Emergency Management Assistance funds, we projected funding from FY 1986 through 1990 based on the following:

1. Application of the EMA formula;
2. Population based on latest census estimates;
3. Emergency Management Assistance population based on current Emergency Management Assistance participation; and
4. No distribution of additional funds from the 2 percent reserve fund.

The purpose of the projection—and, indeed, the study itself—is to give decision makers in the emergency management community facts and findings about the distribution of Emergency Management Assistance funds under the allocation formula.

The projection shows that Minnesota's funding would decrease 49 percent from FY 1984 (which was Minnesota's highest funded year) to FY 1990, if there were no additional funds made available from the reserve fund. The projection also shows that Minnesota's FY 1986 allocation would be $1.253 million. However, the actual allocation to Minnesota is $1.510 million because additional funds were added to the allocation from the reserve fund.

The Emergency Management Assistance allocation formula puts strong emphasis on the State's population as a percentage of the national population. Minnesota has for many years received a larger share of the Emergency Management Assistance funds than its population would dictate. Therefore, the change to a formula with emphasis on population will tend to allocate more funds to States with smaller historical per capita allocations and less funds to States such as Minnesota whose citizens have received more than average on a per capita basis. However, 50 percent of the formula is based on the prior year allocation to mitigate the impact of decreases as much as possible.

In Minnesota's comments on the distribution study, there is an attachment which projects that funding to Minnesota local jurisdictions will decrease by 63.7 percent by 1990. This percentage is predicated on the State retaining the same amount of the allocation as it does now, about $415,000, and the local jurisdictions accepting the entire decrease. We find this to be an unlikely scenario. We think it more likely that the State would accept part of the decrease to lessen the impact upon the local governments. Also, FEMA guidelines specify that the State should retain no more than one-third of the allocation unless there are compelling reasons and approval from the FEMA Regional Office. In any event, we emphasize that the allocation is not projected to decrease by 63.7 percent.

Mr. SABO. Not for the record, but I do have a study which I think has been sent to FEMA already, this study contains comments on the distribution of the funds under the proposal from the State. Let me just give that to you, and if you could comment back to us and to the State, we would appreciate it very much.

Mr. MCLOUGHLIN. To you, or should we send it to the State with a copy to you?

Mr. SABO. To the State with a copy to me is fine. Thank you.

CD STUDENTS IN RESIDENTIAL COURSES

Mr. BOLAND. I will finish a couple questions on training in Emmitsburg.

How many students will receive residential civil defense training in 1987?

Mr. MCNEILL. Our plan is in the neighborhood of 2,500.

TRAVEL STIPENDS

Mr. BOLAND. What was the average travel stipend paid per resident student at Emmitsburg in 1985?

Mr. MCNEILL. In 1985, there was $240 paid.

LODGING FEES

Mr. BOLAND. What lodging fee do you propose to charge each student per night?

Mr. MCNEILL. We have not received estimates on that from OMB. But, we are using the figure of approximately $20 as the estimate of a daily lodging fee.

AUTHORITY FOR LODGING FEES

Mr. BOLAND. And do you need legislation to implement these changes?

Mr. MCNEILL. I think the language gives us that in terms of collection of fees. Is that what you mean?

Mr. BOLAND. The language gives you authority?

Mr. MCNEILL. I think the proposed language in the 1987 request for FEMA provides the authority to receive and expend the funds received for lodging.

CIVIL DEFENSE COURSES

Mr. BOLAND. And it is noted that the number of Civil Defense training courses offered continues to increase from 85 in 1984 to 95 in 1985 to 130 in 1986.

Do you plan to continue the increase of the number of Civil Defense training courses offered at Emmitsburg?

Mr. MCNEILL. Under Federal mandate, a lot of the course requests come from other agencies and from internal program needs. We intend to take a hard look at the field deployment. A lot of the programs that will come to Emmitsburg will be in a "train-the-trainer" format in order to reach more students in the States.

FEMA NATIONAL RADIO SYSTEM

Mr. **Boland.** I presume the number of courses offered would relate to the number of students you estimate to have.

On page CD–113, for Telecommunications and Warning, you are requesting $16,927,000, in 1987 a decrease of $2,819,000 from the 1986 level. The decrease is primarily in the FEMA National Radio System. The legend on page CD–125 states that the decrease is associated with the purchase of $3 million of equipment in 1985.

How does the reduction of $3 million relate to the statement under "outyear implications" that $15,286,000 will be needed in future years for the FEMA National Radio System? Of course, I think that resurrects the question of how high a priority is the FEMA National Radio System program? How high a priority is it?

Mr. **LaBarre.** As you are aware, Mr. Chairman, we started major expansion in the FEMA National Radio System back in 1984 and 1985, which was to essentially upgrade all of the existing radio equipment that was in the regional offices, as well as in the various State EOCs. That modernization program essentially terminated, or, I should say, was suspended, in 1986 due to lack of funds.

The funding provided through 1984 and 1985 allowed us to put radios in approximately half of the states. The 1986 funds were used to provide ancillary equipment, such as antennae and modems, to go along with the radios.

We are estimating that it will cost approximately $19 million, spread over two or three years, to complete the program. It still remains a high priority; however, we have been forced to curtail that expansion due to lack of funds.

NATIONAL WARNING SYSTEM

Mr. **Boland.** On page CD–113, it is indicated that you obligated $12,750,000 for the National Warning System in 1985. Last year, you estimated obligating $10,928,000 for the National Warning System in 1985.

Why did you obligate $1,822,000 more than estimated last year?

Mr. **LaBarre.** I would have to provide an answer for the record on that, sir.

[The information follows:]

National Warning System Obligation Differences in FY 1985

On page CD–150 of the FY 1896 Congressional Budget submission, FEMA estimated obligations of $10,928,000 for the National Warning System in FY 1985. On page CD–151 of the same budget submission, a footnote stated "Reflects a decrease of $2,072,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs." This footnote applied to funds in the National Warning System program element.

Subsequently, in the course of FY 1985, this pending transfer of funds to the Salaries and Expenses Appropriation did not take place and most of the funds were obligated in FY 1985 under the National Warning System program element as originally appropriated.

WORKYEARS FOR EARTHQUAKE PROGRAM

Mr. **BOLAND**. Turn to the Comprehensive Emergency Preparedness Planning activity. You are requesting $9,035,000 and 61 workyears for this activity in 1987. That is an increase of $408,000 and 10 workyears above the 1986 level.

Turn to the Earthquake program. Half of the increase in workyears in the comprehensive activity is for the earthquake program.

What will the additional five years in the earthquake program accomplish? Why do you need five?

Mr. **MCLOUGHLIN**. Mr. Chairman, when we went into 1986, we were anticipating 81 as it shows in the 1986 request column. We anticipated staffing up to a total of the 81 workyears that were authorized. Our current estimate is that the 1986 dollars available will pay for only 51 workyears. This includes enough funds to pick up a total of 10 workyears in our ten regional offices.

If you will notice our 1986 and 1987 request columns, all ten of these additional workyears are in the regional offices. We now have several regions that do not have any support for this program. We are trying to support at least one person in each region that is able to work with the states on all CEP programs. We carry most of these people under the earthquake program because that is the largest item in this part of the budget.

Mr. **BOLAND**. Will the five additional workyears be assigned to the earthquake program?

Mr. **MCLOUGHLIN**. Yes.

What will actually happen is that in each region—it will vary by the seismic hazard—the proportion of the time spent on each CEP program will vary. In our region 7, for example, 80 percent of one person's time may be spent on earthquakes, whereas in another region that has a lesser seismic hazard, only 20 percent of that person's time will be devoted to it.

HAZARDOUS MATERIALS

Mr. **BOLAND**. Turn to the hazardous material program. You are requesting $200,000 and seven workyears in 1987. As I understand it, FEMA asked OMB for 15 workyears in this program.

Is that correct?

Mr. **MCLOUGHLIN**. Yes.

Mr. **BOLAND**. Do you have any idea why the request was turned down?

Mr. **MAGUIRE**. Deficit reduction.

Mr. **MCLOUGHLIN**. Yes.

The number of workyears is controlled by the salary and expense accounts. The salary and expense account was straight-lined between 1986 and 1987, and that meant we had only enough funds for the workyears identified.

Mr. **BOLAND**. If the 15 workyears were granted, what would they have been used to accomplish?

Mr. **MCLOUGHLIN**. As you can tell from the budget figures, we have a very small hazardous materials program. With the Bhopal, the Kerr-McGee and the Institute, West Virginia incidents, there is increasing interest on the part of state and local governments on preparedness around chemical facilities. That is where we would put the basic effort. It would be to provide additional assistance, including technical guidance, to state and local governments to assist in planning around chemical facilities.

WORKYEARS FOR RADIOLOGICAL PREPAREDNESS

Mr. BOLAND. Turn to the Radiological and Emergency Preparedness program. You are requesting $6.5 million, and 60 workyears. That is an increase of $302,000 in 1986, but it is a reduction of two workyears.

What about that? Do you have enough funds and staff to really run this program in 1987 with what you are requesting?

Mr. MCLOUGHLIN. Mr. Chairman——

Mr. BOLAND. Obviously, you don't.

Mr. MCLOUGHLIN. We are constantly working on the margin in this program. Of the 62 workyears noted in the budget, we have actually 57 onboard. That is all the dollars will fund.

When I say "operate on the margin," I mean we do everything possible to manage REP activities in a way, that enables us to use the resources where the really sensitive issues are.

You know about Shoreham and Seabrook and other areas that are very, very sensitive.

We can move some of our exercises from one year to the next. But this offers limited opportunities because there is a regulatory requirement for plants to be exercised every two years. We also obtain help from other Federal agencies like the NRC and the Department of Energy, who work with our regional assistance committees. We sometimes can rely on outside resources for peak loads.

So far, we have been able to manage this program. As you are aware, within our reprograming authority, we have used some year-end CD funds returned from the states to support the REP program. We have used all those mechanisms to try to keep us from requesting additional ones, and yet do the mission we are assigned.

So I repeat in summary, we are operating on the margin in this program.

LEGISLATION FOR FEE COLLECTION

Mrs. BOGGS. If I may, NRC and the Department of Energy are responsibilities of mine in another subcommittee. Could you elaborate on the status of your plans for funding cooperation with NRC and DOE and other areas therein?

Mr. MCLOUGHLIN. Do you have reference to the 50 percent fee, Mrs. Boggs?

Mrs. BOGGS. Yes.

Mr. MCLOUGHLIN. It took us a while to determine whether or not legislation was actually required for the fee to be collected from the utilities. Our plans are to recover 50 percent of the 1987 cost of the REP program through a fee structure. The funds would be returned to the Treasury. This means that each year we would have to ask the Congress for the full amount of money that we need to operate the REP program.

It now appears that we will need legislation to collect those fees. We are still working on whether or not it should be FEMA or the NRC that should submit the necessary legislation.

Mrs. BOGGS. That was going to be my next question. Thank you. When do you expect to offer legislation?

Mr. MCLOUGHLIN. It has to be in the very near future if we expect Congressional action in time for the 1987 fiscal year.

Mrs. BOGGS. That other Subcommittee will have to vote on NRC's participation.

Mr. MCLOUGHLIN. Probably.

Mrs. BOGGS. Thank you.

ADDITIONAL RESOURCES FOR RADIOLOGICAL PREPAREDNESS

Mr. BOLAND. What additional funds and workyears are needed in the REP program to keep current with the workload?

Mr. MCLOUGHLIN. I would prefer, Mr. Chairman, that we provided that for the record, so we have an opportunity for full consideration of our position.

Mr. BOLAND. All right.

[The information follows:]

ADDITIONAL RESOURCES FOR RADIOLOGICAL PREPAREDNESS

In the past, we have been able to operate the REP program on limited and marginal funds through a series of adjustments, including: extraordinary support from other agencies during peak activities, such as the Shoreham exercise; the use of FEMA funds appropriated for other purposes but within the congressional transfer authority; deferment of exercise evaluation and plan review activities during periods when it is necessary to concentrate on one or more locations in order to be responsive to the Nuclear Regulatory Commissions' licensing requirements; acceptance of stretch-out of normal time periods for production of exercise evaluation reports, and formal approval of State and local plans and preparedness under FEMA regulations 44 CFR 350; and postponement of policy and program development actions which, in some cases, could contribute to the avoidance of the peak conditions.

If we had no outside help and were forced to meet the requirements of the REP program solely within the internal capabilities of FEMA, and if we were to eliminate the delays and short-cuts that now characterize the program, we estimate that an additional seven full-time equivalent employees and $500,000 would be needed.

SHOREHAM EXERCISE

Mr. BOLAND. The number of workyears devoted to the REP program in 1985 is 69. You propose decreasing the number of workyears of support in the REP program from 69 in 1985 to 60 in 1987.

As we understand it, part of FEMA's responsibility in the REP program is to review and critique evacuation plans. What happened at the exercise in New York for the Shoreham plant, for instance?

Mr. MCLOUGHLIN. Our history with Shoreham goes back a number of years. We started working intensively with Shoreham back in 1983. There have been a series of court cases, as you probably are aware, relating to legal authority. When Suffolk County chose not to participate in off-site preparedness, the utility submitted their emergency plan to the NRC. As you noted yesterday, Mr. Green, the NRC asked us to review it under our joint Memorandum of Understanding. In fact, we reviewed five different revisions of the plan.

In June of last year, the NRC asked us to conduct an exercise with the utility. There were two options considered—something short of a full-scale exercise, or a full-scale one. The NRC asked us to conduct a full-scale exercise. The schedule for that exercise had several false starts because of intervening litigation and other issues. We had clear direction from this Committee in report language that helped us in our ability to move forward with the exercise.

On February 13 of this year, an exercise was held at the Shoreham Nuclear Power Plant, and we are in the process of completing the report. It takes about 45 days for that report to be prepared. We expect it from the regional office next week, and expect it to go to the NRC the following week.

Mr. BOLAND. How long do you estimate the report might remain with the NRC?

Mr. MCLOUGHLIN. Mr. Chairman, given the facts that that is an NRC responsibility, that there are some very sensitive issues involved, and that this is a departure from the usual process, I don't believe our agency could give you any estimate other than to suggest that it might be a while.

Mr. BOLAND. Having had no experience in this area before, I guess that would be your answer.

Mr. MCLOUGHLIN. Yes.

SEABROOK EXERCISE

Mr. BOLAND. What about the Seabrook exercise—how did it go?

Mr. MCLOUGHLIN. As you know, there was an exercise conducted for New Hampshire on February 26. That report is being prepared, and there are some deficiencies. Governor Sununu has met with the Director, and we will soon provide our report to New Hampshire.

The Massachusetts plan is still being prepared by the State. We have conducted a technical review of the plan on-site with the Massachusetts people. It is their decision as to when they submit the plan to us for formal review.

When Massachusetts submits the plan to us, it will take roughly 30 to 60 days, depending on how complex and how many changes there are from the previous plan, for us to review it and make comments. Then, it will be 60 to 75 days before we can conduct the exercise.

LEGISLATON TO COLLECT FEES

Mr. BOLAND. In 1987, FEMA proposed to submit legislation to establish a fee structure through the Nuclear Regulatory Commission to reimburse the Treasury for one-half the cost of the REP budget.

Has that proposed legislation been submitted?

Mr. BECTON. The legislation has not been submitted yet.

Mr. BOLAND. When do you plan to submit it?

Mr. BECTON. That is what the response was earlier that Dave gave. We are trying to determine whether that will be a FEMA responsibility or whether it will be in the NRC.

WORKYEARS IN RESOURCE PREPAREDNESS

Mr. **Boland**. Turn to the Federal Preparedness program. You are requesting $177,911,000 and 897 workyears for the Federal Preparedness activities in 1987. That is an increase of $32,486,000 and 16 workyears above 1986.

Most of the funds requested are for the classified program. The 1987 request for the Emergency Information and Coordination Center, Mobilization Preparedness, and Federal Preparedness Policy and Planning, are basically the same as the 1986 program levels.

We will turn to Resources Preparedness. You are requesting $3,264,000 and 17 workyears for this program in 1987, a decrease of $304,000 and 10 workyears below 1986.

Why have you proposed the decrease in the number of workyears in this program by 10 in 1987? This program had 41 workyears, as I understand it, in 1985.

Mr. **Maguire**. There were 41 in 1985. Our current number of workyears is 27. We are proposing in 1987 that 17 workyears will be sufficient to manage the program.

As you are aware, last year we cut back on the number of analysts working in the National Defense Stockpile program because we have completed the government-wide study of stockpile goals. That analysis took a lot of time and manpower. But it is meant to be a five-year analysis that will last the government for five years. The need for those analysts is no longer required.

In addition, we are using the expertise from the Department of Interior, and the Department of Commerce, to determine both the supply side and the demand side results or requirements for each of the materials in the stockpile, so we believe we can manage the program with the current estimate of workyears.

TRAVEL STIPEND VS. LODGING FEE

Mr. **Boland**. Turn to the Training and Fire Programs. The request is $11,914,000 for the Training and Fire Programs in 1987. The total budget request for all activities of the National Emergency Training Center, NETC, including the $11,668,000 requested under the Civil Defense Training Education, is $23,582,000. That is a decrease of $12,181,000 below the 1986 level.

The decrease in funding primarily results from elimination of the U.S. Fire Administration, Student Travel Stipends, the Western Training Center, and the charging of a lodging fee at NETC.

Which proposal do you believe will more adversely affect FEMA's training program—elimination of the travel stipend or charging of a lodging fee? And why?

Mr. **McNeill**. I think we would assume that the lodging fee would have less impact than the travel restrictions. I think the rationale of the lodging fee is to take a hard look at cost-sharing at the State level, but it would be a much more difficult problem for the State to be able to come up with travel monies. And I go back to my prior answer.

I think in terms of the fire program, we have had the same concern about a temporary decrease in attendance. I think there is a different need in the fire program now. The career programs in the

Fire Academy are extremely high quality programs. I think in terms of moving up through the Fire Service to high levels, the success and quality of our program has been such that states and communities will be hard-pressed to find another way to do it, except to try to find the monies to send their fire people to the National Fire Academy. I think that would strengthen the selection process.

We would have the best quality people coming because if they have to pay travel, they have to take a hard look at whom they send. In the long run, it will take a while.

Again, I go back to adjusting to the eliminaton of travel stipends. It will take a couple of years. But we think it will be strengthened in the long run with cost sharing, and foresee a drop-off for maybe a year or two.

Mr. BECTON. If I may point out, Mr. Chairman, not that I disagree with Jim, but it depends on where the students are coming from. The lodging, if it is, say, $20 a day, and the students come from East of the Mississippi, it may not cost that much for travel. If the course is for two weeks, obviously, the lodging would be more. It is a matter of where they are located.

Mr. BOLAND. You have looked at the cost-sharing proposals, have you not?

Mr. MCNEILL. Yes, sir.

STUDENTS TRAINED AT EMMITSBURG

Mr. BOLAND. Last year, you estimated that 9,924 students would be trained at Emmitsburg, and this would involve 66,610 student days of training.

How many students were trained at Emmitsburg in 1985?

Mr. MCNEILL. In terms of the program, there were approximately 7,650.

Mr. BOLAND. What is the reason for the reduction of almost 2,000?

Mr. MCNEILL. I would have to give you some specific reasons for the record.

[The information follows:]

RESIDENT TRAINING STATISTICS FOR NETC

My previous estimate of approximately 7,650 included only the individuals trained through the resident program. This also includes some individuals trained off campus through the resident program. A more accurate picture of the number of individuals trained at Emmitsburg can be given by the following table:

Emergency Management Institute	2,974
National Fire Academy:	
Resident Program	3,843
Weekend Programs	2,189
Train-the-Trainer	160
TRADE Conference	180
	6,372
Total-National Emergency Training Center	9,346

The decrease in the number of students from the planned level is largely in the Emergency Management Institute. This is due to a travel freeze which affects Federal participation in certain courses and the lack of a support contract.

Mr. McNeill. There were some problems, such as a fear of stipends being reduced, that may have led to such a drop-off in the first quarter of this fiscal year.

I think other than that, I will have to provide for the record why there was a reduction.

Mr. Boland. Also for the record, update the table on student training that is reflected on pages 171 and 172 of last year's hearings.

[The information follows:]

Impact of Elimination of Travel Stipends on NETC Attendance

The tangible impact of the proposed elimination of travel stipends on the 1986 programs to date has been the cancellation of 12 classes and the rescheduling of 2 others. And, in addition, it has contributed significantly to the condition of chronic slow enrollment that presently exists for future FY 1986 classes.

NATIONAL EMERGENCY TRAINING CENTER

[On-campus student activity]

	1984	1985	1986	1987
Students:				
Emergency Management Institute	[1] 3,199	2,974	4,000	2,680
National Fire Academy (NFA):				
Resident Programs	3,833	3,843	3,600	2,520
Weekend Programs	1,750	2,189	3,100	3,100
Train-the-Trainer	161	160	180	173
Adjunct Faculty	98		80	80
TRADE Conference		180	20	180
Total NFA	5,842	6,372	6,980	6,053
Total Center	9,041	9,346	10,980	8,733
Student Days:				
Emergency Management Institute	[1] 14,421	13,799	19,648	14,338
National Fire Academy (NFA):				
Resident Program	42,220	46,311	43,900	30,400
Weekend Programs	3,500	4,378	6,200	6,200
Train-the-Trainer	1,127	800	900	865
Adjunct Faculty	484		395	395
TRADE Conference		720	80	720
Total NFA	47,331	52,209	51,475	38,580
Total Center	61,752	66,008	71,123	52,918

[1] Includes the Senior Executive Policy Center.

EVALUATION OF TRAINING COURSES

Mr. Boland. Last year, we discussed evaluating FEMA's training courses. That is reflected on pages 36 and 37 of the hearings.

Mr. Donovan said that a contract was being sought to do a long-term evaluation of residential and field training courses. Has that contract been awarded?

Mr. McNeill. Yes, sir; it was awarded. And we have done half the work on that evaluation. The other half is in process.

Mr. Boland. When do you expect to get the results of the evaluation?

Mr. McNeill. I think we are looking at two months to get the final reports in.

SERVOMATION CORPORATION

Mr. Boland. Last year, there was discussion of the Servomation Corporation contract at NETC. Did the IG report that Servomation owed restitution for items it purchased?

Mr. McNeill. Yes, sir. They paid that restitution.

Mr. Boland. Is Servomation still operating at Emmitsburg?

Mr. McNeill. They are still doing the food service.

WORKYEARS FOR U.S. FIRE ACADEMY AND U.S. FIRE ADMINISTRATION

Mr. Boland. On page TFP-3, there is a table showing 70 workyears in 1985 for the National Fire Academy and 30 workyears for the U.S. Fire Administration.

Last year, FEMA estimated 80 workyears for the National Fire Academy in 1985 and 20 workyears for the U.S. Fire Administration.

Why the difference here? Why did the number of workyears for the National Fire Academy in 1985 decrease by 10 from last year's estimate, and the number of workyears for USFA in 1985 increase by 10 workyears above last year's estimate?

Mr. Becton. I would like Mr. Clyde Bragdon to answer.

Mr. Bragdon. I am not aware of any workyears other than those to accommodate the fire reps in the region.

Ms. Jacobik. In 1985, there were still nine fire reps onboard all year. That is why the number is 30 for actual workyears.

Mr. Boland. Also, Barbara, indicate for the record why the number of workyears for 1987 for NFA increased by 18 when at the same time there is a 22-workyear reduction in the USFA.

[The information follows:]

Workyears in the Fire Programs

The increase in workyears in the National Fire Academy in 1987 results from filling vacancies created by a hiring freeze in the latter part of FY 1985 and in FY 1986. The current estimate for FY 1986 reflects the actual number of workyears which we anticipate will be used during the year.

The decrease in workyears for the U.S. Fire Administration in 1987 reflects the non-funding of the 20 workyears appropriated in 1986 plus the 2 additional workyears used by the Regional Fire Representatives.

Mr. Boland. Let me ask whether or not the workyears between the USFA and the NFA are fungible?

Mr. Bragdon. I could back up and give an explanation on the change.

In 1983, the previous director reestablished the positions of regional fire representative. However, they were not requested through the budget process or authorized. In correcting this situation, in 1985, they were charged back to the Fire Administration even though they were not employees of that Administration. This situation has been corrected as of the 31st of March of this year.

So, you see this discrepancy in positions moving from the Fire Administration, the Fire Academy, and from out of the regions where they did reside before is all self-corrected at this point. They were unauthorized, unbudgeted positions of the past.

Mr. **Boland**. You were saved by the clock.

[Recess.]

SITE ADMINISTRATION FOR THE EMERGENCY MANAGEMENT INSTITUTE

Mr. **Boland**. The Emergency Management Institute is reflected on TFP-7. You are requesting $2,873,000, a decrease of $479,000 below 1986. The reductions primarily result from the proposal to eliminate student travel stipends.

Why doesn't the budget show any NETC site administration costs for EMI?

Mr. **McNeill**. Basically, that has been considered in the CD portion of the EMI funds.

Mr. **Boland**. And there is an indication that you transferred $200,000 from Training Field Deployment Systems to Instructional Programs and Materials in 1986.

What was the necessity for this transfer? You may supply it for the record.

Mr. **McNeill**. I will, sir.

[The information follows:]

Transfer of EMI training Funds

The transfer of $200,000 from Training Field Deployment Systems to Instructional Programs and Materials in the Emergency Management Institute funding area was to consolidate the funds available for curriculum planning and evaluation into one program element rather than two. It does not affect the amount of money available to the field.

NATIONAL FIRE ACADEMY

Mr. **Boland**. Turn to the National Fire Academy on page TFP-23. You are requesting $9,041,000 for the National Fire Academy in 1987, a decrease of $2,650,000 below 1986. A major portion of the decrease is due to the proposals to eliminate the student travel stipend and to charge for lodging costs.

Are all funds requested in 1987 for the NFA for the use of the NFA? If not, what costs for what other programs are charged against NFA?

Mr. **McNeill**. I think all the costs for the NFA programs are used by the NFA programs.

U.S. FIRE ADMINISTRATION

Mr. **Boland**. The 1987 budget does not propose funding for the U.S. Fire Administration. The justification indicates that these programs can be undertaken efficiently by state and local governments, and the private sector.

Was this proposal to zero out the U.S. Fire Administration funding FEMA's idea or OMB's idea? I will give you the answer. It is OMB's, I take it.

Mr. **Becton**. For 1987, it is OMB; that is correct.

Mr. **Boland**. And, Bill, do you have any questions?

COMMUNITY VOLUNTEER FIRE PREVENTION PROGRAM AND COMMUNITY ANTI-ARSON PROGRAM

Mr. **Green**. As you know, the two major initiatives in the fire and arson prevention area have been the National Community Volunteer Fire Prevention Program and the Community Anti-Arson Program.

Could you detail what was accomplished in those programs, or is being accomplished in those programs in fiscal year 1986, and what commitments you made with the 1986 money?

Mr. **Bragdon**. In 1986, $1 million in the Community Volunteer Fire Prevention Program, which will allow the second year funding for 10 additional states that were added in 1985, plus the District of Columbia. Additional funds are available, and we are adding the State of Florida. This program is essentially about a year and a half old. We have a total of 21 States plus the District of Columbia involved in a total of 65 community volunteer programs.

There is an element, also, this year to do an evaluation of those programs. The long-term objective was to move that program into all 50 states and exchange information so they could all share in the benefits derived.

The Anti-Arson Program, again, is funded this year, the third straight year, for $300,000. Included in that is the withdrawal of some funds also for evaluation of those programs.

Mr. **Green**. Do you have any feel for which of the two leverages the more private sector money?

Mr. **Bragdon**. They each have a different emphasis. The one you are most familiar with, and which has been very successful, is the community-based anti-arson programs. They have used Fire Administration funds to leverage, in part, private sector funding.

Our objective in the Community Volunteer Program has been to do the same, so those programs could be self-sufficient. Part of the program is to train local volunteers to do that leveraging. So the programs are complementary in that respect. But one has a much broader base, with the other having emphasis on anti-arson only.

Mr. **Green**. Suppose we were able to come up with funding only for one of the two programs. Which one would you recommend to continue?

Mr. **Bragdon**. I would recommend the Community Volunteer Program, because that does not preclude the participation of the anti-arson groups in that effort.

PUBLIC-PRIVATE PARTICIPATION IN ANTI-ARSON PROGRAM

Mr. **Green**. In the past couple years, we have expressed a great deal of interest in public-private participants to combat the fire and arson situation.

Have any been instituted?

Mr. **Bragdon**. Yes. For example, we are in the process of awarding a grant to the People's Fire House in Brooklyn, New York. A part of your language in our budget last year was that we would do residential sprinkler system retrofitting, and that was to be done in buildings that housed the elderly, the young, or the disadvantaged. That grant is in the process of being made.

With that, we have been able to participate with the People's Fire House and generate a lot of private sector interest, for example, the sprinkler companies. Each one of those materials suppliers will be providing, free of charge, material and technical assistance and engineering costs, to those projects.

Mr. GREEN. Do you know when the grant will be awarded?

Mr. BRAGDON. I don't—we announced the intent to fund last month. When the actual check will arrive, I don't know.

Mr. GREEN. I assume that is also using the $1 million specifically earmarked for that?

Mr. BRAGDON. That is part of the $1 million. The remainder has been reduced by the 4.3 percent across-the-board sequestration for Gramm-Rudman. But, we are announcing in *Commerce Business Daily* the receipt of applications for grantees on a national basis for the remainder of the funds.

Mr. GREEN. Could you, for the record, provide me with more detail on all of the public-private participants in which you are involved?

Mr. BRAGDON. Yes, I would be pleased to.

[The information follows:]

USFA'S PUBLIC/PRIVATE SECTOR PARTICIPATION

The United States Fire Administration (USFA) is heavily involved with various public and private sector groups in a number of projects. We have always stressed that the Federal fire role is to act as a catalyst to cause things to happen that otherwise would not occur. With a small program budget, we have encouraged participation from other Federal agencies, fire service groups, academic/research/medical institutions, private organizations, community based anti-arson groups, community volunteer groups, and state and local governments. I have listed on the attached pages, by group, the names of organizations and a short description of our relationship.

[The information follows:]

FEDERAL EMERGENCY MANAGEMENT AGENCY
U.S. FIRE ADMINISTRATION

PUBLIC/PRIVATE SECTOR PARTICIPANTS

Intra/Inter Agency	Project Description
Center for Fire Research (NBS)	o Fire Research Support o Fire Safe Cigarette Research
National Institute for Occupational Safety and Health	o Project Firesmoke
U.S. Coast Guard	o Develop, Test and Evaluate Hazardous Chemical Ensemble
National Aeronautics & Space Administration	o Short Range Communications System
FEMA Regions	o Regional Fire Libraries o Residential Sprinkler Trailer Demonstrations
Consumer Product Safety Commission	o Fire Safe Cigarette Committee Support
National Fire Academy	o TRADE Conference
Department of the Interior, Bureau of Mines	o Breathing Apparatus
Fire Service Groups:	
International Association of Firefighters	o Redmond Foundation o Apprenticeship Program

International Association of Fire Chiefs	o IEMS Project o Operation Life Safety* (Automatic Life Safety Awareness)

* Operation Life Safety is an umbrella group representing the following entities: Wormold U.S., Inc.; NEMA (National Electrical Manufacturing Association); Grinnell; B.F. Goodrich Corporation; Marriott Corporation; Automatic Sprinkler Corporation; Simplex; Man-Made Fibers Producer's Association; Society of the Plastics Industry (SPI); Central Sprinkler; Gamewell; Carpet and Rug Institute; National Fire Sprinkler Association; A.L. MacDonald; Shell Oil; and, ATCOR.

NFPA ISFSI	o Consensus Codes o Community Volunteer Fire Prevention Program o Partnerships Against Fire Conference

Academic/Research/Medical Organizations

University of Washington	o Mortality Study
Harvard University	o Fire Executive Fellowship Program
Institute of Human Performance	o Stress Management & Model Program for Maintaining Firefighter Physical Fitness
Underwriter's Laboratory	o Internship Program
Worcester Polytechnical Institute	o Sprinkler Standards
Mt. St. Mary's College	o Internship Program
Hood College	o Internship Program
Oklahoma University	o Internship Program
Biotherm	o Equipment Field Tests
Factory Mutual	o Sprinkler Research
	o Sprinkler Field Test

Private Organizations

Centaur Associates	o Alternative Methods for Providing Fire Protection Research
Salisbury Group	o Private Sector Strategies
Washington Consulting Group	o Evaluation of Apprenticeship Program

Technical Resources, Inc.	o Teleconference Project
National Association of Homebuilders	o Cost Benefit Study
Olgivy & Mather	o Public Awareness Program
Wren Fire Technology	o AIMS Finalization
National Governor's Association/ National Criminal Justice Institute	o Community Volunteer Fire Prevention Program
McManus Associates	o Private Sector Planning
International City Manager's Assoc.	o Reality Based Codes
Children's Television Workshop	o Sesame Street Program
Boys & Girls Clubs of Greater Washington	o Fire Safety Education Programs for Youths
Evaluation Technology, Inc.	o Computerization of Arson Resource Center
Polaris Research & Development	o Management Applications Project
National Fire Information Council	o National Fire Incident Reporting System
Chemical Manufacturer's Association	o CAER Advisory Group on Hazardous Materials
Harry Shaw Associates, Inc.	o Residential Sprinkler Demonstration (Technical Assistance)
TRI	o National Teleconferences
State and Local	
Six Field Sites New York, NY Los Angeles, CA Dayton, Ohio Phoenix, AZ Seattle, WA Houston, TX	o Project Fires, Breathing Apparatus, Radio Communications, and Hazardous Materials Suits
Seattle Fire Department	o Fire Suppression Test
Prince William County, VA	o Management Applications Project
National Community Volunteer Fire Prevention Programs	o (See Attachment B)
Community Based Organizations	o (See Attachment C)

COMMUNITY VOLUNTEER FIRE PREVENTION PROGRAM (CVFPP)

FIRST YEAR FUNDING TO STATES AND COMMUNITIES FOR FY'85

DELAWARE

$10,000	Delaware State Fire School. Administration of the CVFPP in Delaware.
$25,000	Milford Jaycees, Milford, DE. Public fire prevention/fire safety education program through the schools, advertising and other forums.
$25,000	Wilmington Neighborhood Planning Advisory Council, Wilmington, DE. Public fire prevention/fire safety education program through various media outlets.
$10,000	Frederick Douglass Intermediate School PTA, Seaford, DE. Public fire prevention/fire safety through advertising and direct contact in various public forums.

GEORGIA

$10,000	State Fire Marshal's Office, Atlanta, GA. Administration of the CVFPP in Georgia.
$25,000	The Exchange Club of Columbus, Columbus, GA. Smoke detector distribution and a public fire prevention/fire safety education program through direct contact with the citizens.
$25,000	Junior Service League of Rome, Inc., Rome, GA. Project Early Warning: a fire prevention education and smoke detector distribution program.
$10,000	West Point Jaycees, Inc., West Point, GA Fire prevention/fire safety program deliverd through the schools, local meetings and broadcast medium.

DISTRICT OF COLUMBIA

$10,000	Office of Community Affairs, Washington, DC. Administration of the CVFPP in Washington, DC
$25,000	College Achievement Module, Inc., C/O University of the District of Columbia, Washington, DC. Fire prevention, fire reporting, fire survival, and household hazards for target populations including children, elderly, handicapped and the Spanish speaking community. Local funding of $78,860 brings total project to $103,860.

KENTUCKY

$10,000	Office of the Governor, Frankfort, KY. Administration of the CVFPP in Kentucky.
$25,000	Florence Lions Club, Florence, KY. Public fire prevention/fire safety program, with emphasis on smoke detectors, delivered through the schools and on cable television.
$25,000	Portland Development Organization, Louisville, KY. Public fire prevention, fire safety and anti-arson program centered on a scholarship contest for plays on related topics and a cooperative smoke detector distribution program.
$10,000	Pike County Chamber of Commerce, Pikeville, KY. Fire prevention and arson control education delivered by Chamber members to the general adult population and through the schools to senior high school students.

MARYLAND

$10,000	State Fire Marshal's Office, Baltimore, MD. Administration of the CVFPP in Maryland.
$25,000	Maryland Association for the Education of Young Children, College Park, MD. Develop and produce a program for fire safety education of pre-school age children to bridge the gap between existing programs.
$10,000	Soroptimist International of Frederick County, Frederick, MD. Fire safety awareness program targeted to the elderly, conducted by volunteers, and a smoke detector awareness and distribution program.
$25,000	Optimist Club of Hollywood, Leonardtown, MD. Fire prevention/fire safety education program delivered through the St. Mary's County schools.

MISSISSIPPI

$10,000	State Emergency Management Agency, Jackson, MS. Administration of the CVFPP in Mississippi.
$10,000	George County Jaycees, Lucedale, MS. Fire prevention education program to reduce the number of house and brush fires, delivered by volunteers and at the county fair.
$25,000	Greater Meridian Jaycees, Inc., Meridian, MS Fire prevention/fire safety education program presented by volunteers using a demonstration trailer in shopping centers and other locations.
$25,000	Batesville Junior Auxiliary, Batesville, MS.

NORTH DAKOTA

$10,000	State Fire Marshall's Office, Bismarck, ND Administration of the CVFPP in North Dakota.
$20,000	North Dakota Safety Council, Inc., City of Bismarck Project. Fire safety education program to urge installation of residential sprinkler systems.
$15,000	Roughrider Country Kiwanis, Dickinson, ND. Fire prevention/fire safety education program aimed at reducing fires caused by improper use of alternative heating methods.
$15,000	Williston Jaycees, Williston, ND. Fire prevention/fire safety education program aimed at reducing mobile home fires.
$10,000	North Dakota Safety Council, Inc., Oliver County Rural Project, Bismarck, ND. Fire prevention/fire safety education program aimed at farm life with emphasis on early detection and extinguishers in and on farm structures and equipment.

SOUTH CAROLINA

$10,000	State Fire Marshal's Office, Columbia, SC. Administration of the CVFPP in South Carolina.
$20,000	Aiken County Independent Insurance Agents, Aiken, SC. Fire prevention/fire safety education program through the schools and a smoke detector distribution program.
$10,000	Bennettsville Rotary Club, Bennettsville, SC. Fire prevention/fire safety education program focusing on alternative heating methods and smoke detectors.

$20,000	Independent Insurance Agents of Columbia, Columbia, SC. Fire safety education program using national and local personalities to deliver fire messages and a demonstration trailer for presentations.
$10,000	Clarendon Business and Professional Women's Club Manning, SC. Fire prevention/fire safety education program directed to school children, the elderly and the handicapped, with emphasis on arson prevention, early detection with smoke detectors and personal reaction.

VERMONT

$10,000	Governor's Office through State Department of Labor and Industry, Montpelier, VT. Administration of the CVFPP in Vermont.
$20,000	Fanny Allen Hospital, Winooski, VT. Fire prevention/fire safety education program aimed at the elderly and their care-givers.
$20,000	Fairbanks Museum and Planetarium, St. Johnsbury, VT. Fire prevention/fire safety education program to increase school children's understanding of the fundamental nature of fire.
$20,000	Historic Windsor, Inc., The Preservation Institute for the Building Crafts, Inc., Windsor, VT. Program to help building professionals maintain the architectural fabric of historically significant buildings while increasing fire safety.

VIRGINIA

$10,000	State Department of Fire Programs, Richmond, VA. Administration of CVFPP in Virginia.

$25,000	Hampton University, School of Education, Hampton, VA. Fire safety education program aimed at development of community presentations for school children and civic groups; interviews and educational intervention with juvenile firesetters by trained volunteers; and mass media information campaign.
$10,000	Loudoun Business and Professional Women, Philomont, VA. Fire prevention/fire safety education program to increase fire prevention awareness, provide survival information, and increase the installation of sprinkler systems and smoke detectors in residences.
$25,000	Total Action Against Poverty, Inc., Roanoke, VA. Fire prevention/fire safety education program focused at the young and the elderly through distribution of smoke detectors, increased prevention awareness and survival information.

WEST VIRGINIA

$10,000	Governor's Office, Charleston, WV. Administration of CVFPP in West Virginia.
$25,000	Chamber of Commerce, Charleston, WV. Fire prevention/fire safety education program focused on alternatiave heating sources and reducing fires in vacant structures.
$25,000	Beckley-Raleigh County Chamber of Commerce, Beckely, WV. Fire prevention/fire safety education program through the schools.
$10,000	Kiwanis Club of Keyser, Keyser, WV. Fire prevention/fire safety education program through the schools; smoke detector distribution program with emphasis on hearing impaired; and alternative heating safety utilization program.

COMMUNITY VOLUNTEER FIRE PREVENTION PROGRAM
(CVFPP)

SECOND YEAR FUNDING TO STATES AND COMMUNITIES FOR FY'85

ALASKA

$10,000	State Fire Marshal's Office, Anchorage, AK. Administration of the CVFPP in Alaska.
$10,000	Anchorage Fire Fighters Union, International Association of Fire Fighters, Anchorage, AK. Utilize NFPA's "Learn Not to Burn" program in all elementary schools, supported by films and slides as well as printed materials.
$15,000	Yukon Kuskokwim Health Corporation, Bethel, AK. Fire prevention, planning and protection classes in six locations in the Yukon-Kuskokwim Delta. Entails translating existing fire prevention education materials into Yupik for area-wide distribution. Program backed-up with radio programs broadcast in both English and Yupik and the distribution of posters and pamphlets.
$15,000	B.P.O. Elks No. 1429, Ketchikan, AK. Utilize NFPA's "Learn Not to Burn" Curriculum in the school systems of the seven areas with the highest fire losses in Southeast Alaska, with public service announcements on tv and radio.

CALIFORNIA

$10,000	State Fire Marshal, Sacramento, CA. Administration of the CVFPP in California.
$18,750.00-USFA $ 1,829.00-Applicant $ 4,879.35-Local $25,555.35-Total	California State Firemen's Association, Sacramento, CA. Develop school fire education and senior's fire safety and educational assistance. School program addresses exit drills in the home, personal fire safety and fire prevention concepts; and the senior's program relates to smoke detection, provides smoke detectors and technical assistance. A third segment addresses scalding and burn prevention.

$10,000	We Tip, Inc., War on Arson, Ontario, CA. Arson prevention program addresses juvenile fire setters, provides arson hot lines, and provides arson materials to radio stations and schools, and War on Arson kits to fire departments.
$25,000	National Firehawk Foundation, San Francisco, CA.
ILLINOIS	
$10,000	Fire Marshal's Office, Springfield, ILL. Administration of the CVFPP in Illinois.
$18,750-USFA $ 6,250-Local $25,000-Total	East St. Louis Volunteers, East St. Louis, ILL. Juvenile firesetter intervention, babysitter fire prevention/safety instruction, smoke detector distribution to senior citizens and the handicapped, accomplished through the school district, community park district, Lions Club, and the fire service.
$ 7,500-USFA $ 2,500-Local $10,000-Total	Mokena Lions Club, Mokena, ILL. Provide assistance to fire service personnel to reduce the problem of juvenile firesetters.
$18,750-USFA $ 6,250-Local $25,000-Total	American Red Cross, Peoria, ILL. Address children playing with matches or smoking materials; the elderly's carelessness with smoking materials; and the impoverished with defective wiring and/or heating systems in their homes. Groups reached by talks, demonstrations, and the distribution of printed material, through the school system, the Agency on Aging, and in cooperation with other social agencies.

IOWA

$10,000	Iowa Department of Public Safety, Des Moines, Iowa. Administration of the CVFPP in Iowa.
$18,750-USFA $20,482-Local $39,232-Total	Fire Safety Task Force of Eastern Iowa, Inc. Cedar Rapids, Iowa. Program includes public awareness campaign; expansion of smoke detector program by distributing and installing 500 smoke detectors; and development of fund raising programs and move toward fiscal self-sufficiency.
$ 7,500-USFA $ 2,500-Other $10,000-Total	Red Oak Rotary, Red Oak, Iowa. Program includes media awareness campaign; targeting homes that need standardized and easily identifiable house numbers; and providing smoke detectors at no or low cost to those who cannot afford them.
$18,750-USFA $ 6,250-Applicant $25,000-Total	Clear Lake Chamber of Commerce, Clear Lake, Iowa. Media awareness with public service announcements on tv and radio. Distribute printed materials and expand and plan a fire awareness and prevention classroom.

LOUISIANA

$10,000	State Fire Marshal's Office, Baton Rouge, LA. Administration of the CVFPP in Louisiana.
$18,750-USFA $ 6,250-Applicant $25,000-Total	Kiwanis Club of Houma, Inc. Houma, LA. Media awareness with PSA's on tv and radio; press releases for local newspapers; billboard displays; fire safety education class on early warning devices, escape planning and fire safety survival principles.

$ 7,500-USFA $ 2,500-Applicant $10,000-Total	Knights of Columbus, Hammond, LA. Program keys on early warning devices and reaches the public through public meetings, PSA's on local radio stations, newspaper ads and displays in malls and shopping centers.
$18,750-USFA $ 6,250-Applicant $25,000-Total	Knights of Columbus, Baton Rouge, LA. Educate the public on flammable liquid and electrical safety and the identification of home hazards. Plus, the installation and maintenance of smoke detectors, developing and practicing fire escape plans and the proper use of fire extinguishers.

MASSACHUSETTS

$10,000	Department of Public Safety, State Fire Marshal's Office, Boston, MA. Administration of the CVFPP in Massachusetts.
$18,750-USFA $ 6,250-Other $25,000-Total	Justice Resource Institute, Inc. Boston, MA. Increase awareness of neighborhoods and help them pinpoint specific fire problems.
$18,750	Safety Council of Western Massachusetts, Springfield, MA. Educate the public in proper installation, use and maintenance of alternative heating devices.
$ 7,500	Wenham/Hamilton Lions Club, Wenham, MA. Public education program on the availability and efficiency of residential sprinkler systems.

NEW YORK

$10,000	Office of Fire Prevention and Control, Albany, NY. Administration of the CVFPP in New York.
$17,000-USFA $32,509-Applicant $50,009-Total	North East Area Development, Inc. Program includes recruiting and training Street Watchers to monitor and maintain hydrants; vacant houses; watch monitors identifying homes with defective heating systems; neighborhood clean-up campaigns; and distributing smoke detectors.
$25,000	Greater Troy Chamber of Commerce, Troy, NY. Programs aimed at pre-kindergarten through 12th grade students, teaching survival techniques and burn prevention. Safety programs for elderly and handicapped.

PENNSYLVANIA

$10,000	State Fire Commissioner, Pennsylvania Emergency Management Agency, Harrisburg, PA. Administration of the CVFPP in Pennsylvania.
$18,462-USFA $10,690-Local $29,152-Total	Museum of Scientific Discovery, Harrisburg, PA. Expand interactive computer exhibit, "Firehouse Mouse," teaching children emergency skills and providing a focus for family safety plans through group presentations and supporting literature.
$ 7,500-USFA $ 5,280-Local $12,780-Total	Allegheny Twp. Fire Prevention, Altoona, PA. Use a mobile trailer for live fire safety demonstrations, supplemented by slides and video tapes, as well as applications for low income families for the possible receipt of smoke detectors.

$18,750-USFA $14,549-Applicant $33,290-Total	Burn Foundation, East/Northeast Pennsylvania, Allentown, PA. Fire and burn prevention program for the elderly including a "Home Hazard Check List" of common household fire and burn hazards; practical suggestions for safe cooking habits and maintaining a safe kitchen; proper installation and maintenance of smoke detectors; survival techniques for home and hotel

TENNESSEE

$10,000	Department of Commerce and Insurance, Fire Prevention, Nashville, TN. Administration of the CVFPP in Tennessee.
$ 7,500	Collierville Chamber of Commerce, Collierville, TN. Program on fire safety and survival techniques for pre-school children up to 12th grade. Included is a smoke detector program for the elderly; a babysitter course; home inspection program; monthly newsletters; a fire extinguisher program for the elderly and handicapped plus special events.
$18,000-USFA $ 6,000-Local $12,000-Other $36,000-Total	Oak Ridge Breakfast Rotary Club, Oak Ridge, TN. Continue "Learn Not to Burn" program in all public schools and expand it to include private and parochial schools. Continue fire safety and survival instruction for the elderly. Develop and implement a specialized program for the mentally impaired citizens, and a babysitter training and certification program.

$18,750	S.A.F.E., Inc., Nashville, TN. A fire safety program for the elderly and those that care for them including survival techniques and the installation and maintenance of smoke detectors.
UTAH	
$10,000	State Fire Marshal, Salt Lake City, UT. Administration of the CVFPP for Utah.
$18,750	Ogden YWCA, Ogden, UT. Educational program targeted to low-income female head of households and their children. Key initiative is purchase, installation, and maintenance of smoke detectors and preparing an escape and exit plan.
$10,000	Handy Helpers 4-H Club, Altamont, UT. Program includes smoke detector installation and maintenance in public buildings and residences; inspection of existing woodburning stoves; clean-up campaigns in vacant lots and weed control. All areas of the program will be supported by newsletters, news releases and distribution of flyers.
$18,750-USFA $12,500-Local $31,250-Total	Pleasant Grove Fire Ladies Auxiliary, Pleasant Grove, Ut. Increase the public awareness in fire prevention and safety through the distribution of materials to schools, civic organizations, religious and service organizations. Displays in local businesses, churches, schools and civic organizations and educational programs.

FEDERAL EMERGENCY MANAGEMENT AGENCY
UNITED STATES FIRE ADMINISTRATION
COMMUNITY BASED ANTI-ARSON ORGANIZATIONS

Funded for FY85

Organization	Amount	Purpose
Citizens for Action in New Britain New Britain, CT	$15,000	To develop a file on every building within four target areas and uncover those factors which signal potential arson.
Hartford Areas Rally Together, Inc.(HART) Hartford, CT	$16,500	To maintain and strengthen block club networks. To encourage group intervention to eliminate arson.
The Greenhouse of Central Florida Orlando, FL	$25,000	Preserve neighborhood housing by expanding public awareness of the problem. Encourage community participation in arson prevention.
Urban Educational Systems, Inc. Boston,, MA	$25,000	To assist local community organizations in preventing and controlling arson through on-site seminars.
The Housing Information Center Worcester, MA	$ 5,000	To sponsor a statewide conference on arson prevention strategies. Identify those strategies which will impact on arson.
Oficina Hispana de la Communidad Boston, MA	$25,000	Identify arson-prone properties and design intervention strategies. Conduct community outreach education on arson prevention.

Chelsea Crime Prevention Task Force Chelsea, MA	$15,000	To mobilize volunteer efforts in arson prevention. Integrate arson prevention messages into crime prevention visits by the police department to the schools.
Nueva Esperanza Holyoke, MA	$12,500	To train neigborhood building superintendents in fire safety and arson prevention. Involve children in arson prevention methods. Increase community awareness regarding arson.
Shelterforce East Orange, NJ	$15,000	To produce video tape on community-based arson prevention programs. Also, to work with citywide tenant organizations to form arson prevention programs.
People's Firehouse Brooklyn, NY	$25,000	To target arson-prone properties for direct intervention. Provide technical assistance and continue development of their Arson Data Information System.
New York Neighborhood Anti-Arson Center New York, NY	$10,000	To strengthen arson early warning efforts by educating the community. Also, continue a neighborhood preservation program.

Flatbush Development Corporation Brooklyn, NY	$15,000	To update an established arson early warning system. To work closely with insurance companies and fire department personnel to institute arson strategies.
St. Nicholas Neighborhood Preservation Corporation Brooklyn, NY	$10,000	To educate youths and neighborhood residents regarding arson problems.
Southside United Housing Development Fund Brooklyn, NY	$11,000	Establish an arson early warning program to target arson-prone properties. To conduct arson awareness programs in the neighborhood.
Near West Neighbors in Action Cleveland, OH	$15,000	To use an established computerized arson early warning system to implement arson prevention programs in various neighborhoods.
Stop Wasting Abandoned Property (SWAP)	$15,000	Eliminate arson for profit as a detrimental factor to the renewal of neighborhoods. Lower the incidents of arson.
Cease Fire Club, Inc. Houston, TX	$15,000	Develop anti-arson programs in three low-income areas with high arson rates. Expand public awareness and develop a relationship with fire professionals to reduce the arson incidents.

Mr. GREEN. Thank you, Mr. Chairman.
Mr. BOLAND. Mrs. Boggs.

INTEGRATED EMERGENCY MANAGEMENT INFORMATION SYSTEM

Mrs. BOGGS. Mr. Chairman, I sort of missed the proper place to ask this, but it still fits within the general category of questions. Where do things stand with development of software for the Integrated Emergency Management Information System?

Mr. MCLOUGHLIN. Mrs. Boggs, I know you have a continuing concern, in this area. Certainly the State of Louisiana has been one of the early supporters of IEMS. We expect, as we have committed to you, that our work will be done on the software by the 1st of May.

I would emphasize that with IEMS, we had a decision to make when early in its development, that is, whether or not to bring states in at the research stage and have them help us develop it; or, whether we should develop it and then allow the states to participate.

We chose the first option because it will ultimately develop a better system. But the downside to doing that, of course, is that they have to participate in all our delays and changes.

Mrs. BOGGS. Mr. Chairman, Mr. Green, we have really been proud of the work done by FEMA. We have had a model 9 parish (9-county) project in Louisiana to develop integrated emergency management across jurisdictional lines with a multi-hazard perspective. One of the important outcomes of that work has been the initiative taken by the State and the involved localities to acquire the necessary hardware for an improved communications and information system.

I have had particular interest in following the development of the software, obviously, by FEMA, and I am very appreciative of your report. Industry, incidentally, has been involved as well. Every kind of cooperative effort from the public and private sector was brought together, and we are now better able to study multihazard situations in the area. So, it has been a very effective pilot project.

Mr. Boner had some questions that he would like to have asked, and I would submit some of them for the record.

[The questions follow:]

QUESTIONS SUBMITTED FOR THE RECORD BY MR. BONER

EMERGENCY FOOD AND SHELTER PROGRAM

Question: By all the reports I have had, the Food and Shelter program funds have been put to very good use in Nashville. Nonetheless, a recent news article about Davidson County tells of the increased number of "new homeless" arriving in Nashville as the result of a dramatic and unforeseen turn in their economic condition. Certainly, the "emergency" need being served by this program continues and I, for one, support continued appropriations for the program.

In talking with local Davidson County United Way representatives responsible for the program, there is one issue that I would like to ask you about. In January, FEMA revised its Phase 4-B regulations disallowing salaries expenses for individuals involved in direct service delivery. For example, the salary of an individual responsible for directly supervising a shelter is disallowed under the new regulations. Under the previously issued regulations, the list of disallowed expenses did not specifically include salaries for individuals delivering direct service.

Were the regulations changed to disallow all salary expenses, or the salaries of individuals indirectly responsible for delivering services, or what? In particular, has FEMA evaluated the impact of this disallowance on the volunteer agencies delivering food and shelter services?

Answer: The 4-A (P.L. 99-88) regulations did not specifically list "salaries" on the list of ineligible expenditures. But "salaries" were never an allowable expense. From the inception of this program, the National board targeted its funds to those local organizations with a "demonstrated capability" to provide food and shelter assistance. We have tried to fund ongoing programs that would not collapse in the absence of this program. For that reason, salaries have never been an allowable expense.

Essentially, since funds were meant strictly for the purchase of food and shelter, salaries were not an eligible cost. Additionally, the administrative allowance is only 1.25 percent of the award. Since salaries are an administrative expense, our small allowance does not provide enough funds to pay salaries. We are aware that an infusion of our funds to a program increases its workload, perhaps far more than 1.25 percent. However, the 2 percent administrative allowance (1.25% local, 0.75% national) is specified in the law.

EMERGENCY PLANNING AROUND COMMERCIAL NUCLEAR FACILITIES

Question: On April 7, I received a response from FEMA to my letter of February 17, asking about the agency's compliance with the conference report language directing FEMA's involvement in emergency planning around commercial nuclear facilities when state and local governments refuse to participate. I hope you agree that the conference report language is the considered judgement of both the House and Senate Appropriations Committees, ratified by the full House and Senate, that FEMA should be responsible for coordinating emergency response where state and local governments do not participate. Thus, I am somewhat concerned about language in the agency's letter to me that, following the emergency exercise at Shoreham, FEMA will not provide the NRC with a finding on the adequacy of preparedness because the cited police and fire functions were not demonstrated in the (Shoreham) exercise and because of the lack of state and local participation. My question is why didn't FEMA implement alternative police and fire functions as the conference report required?

Answer: FEMA agrees with the Conference Report that the Committee intends for FEMA, as a last resort, to coordinate the supplemental assistance of Federal agencies that are expected to provide requisite resources within their authorities. The emergency exercise at Shoreham was a drill of the utility emergency response plan. Recent court decisions and the Atomic Safety and Licensing Board on Emergency Planning have held that the utility lacks the legal authority to fully implement all aspects of the Long Island Co. (LILCO) plan which was tested.

FEMA has a consulting role to the Nuclear Regulatory Commission. With respect to the Shoreham exercise, FEMA advised NRC that the value of such an exercise (Shoreham) can only be determined by NRC, noting that we believe the FEMA report on the exercise could have value in decisions to continue the licensing process or possibly provide a basis on which NRC could make predictive findings.

FEMA does not believe that the Conference Report intends that FEMA implement alternative police and fire functions. Indeed, under our system of government, ordinarily there is no legal authority for the Federal government to usurp local police power. The report states that FEMA coordinate the supplemental assistance of other Federal agencies. Exercise controllers did in fact simulate the roles of key State or local officials unable or unwilling to participate. While it would be desirable that State and local government personnel actually play, the simulation mechanism allowed testing of the utility's ability to respond to ad hoc participation of State and local governments. The need for additional Federal resources to augment or supplement limited resources of the State or local governments was not at issue in the Shoreham exercise, particularly since additional Federal resources would have supplanted those State and local resources which were totally absent from the drill.

Question: Clearly, where the exercise would be deficient because of State and local government inadequacies, FEMA is required to fill in the gap. Similarly, with regard to implement the plan in an emergency where State and local governments fail to do so, FEMA should be committing the resources to do so. Do you agree with this interpretation of the conference report language?

Answer: FEMA agrees with the stated view that, "FEMA is required to fill in the gap", within the context of the Conference Report statement that FEMA, as a last resort, coordinate the supplemental assistance of Federal agencies that are expected to provide requisite resources within their authorities.

FEMA does not agree that, "with regard to implementing the plan in an emergency where State and local governments fail to do so, FEMA should be committing the resources to do so." We disagree because without any plan implementation by State and local government, FEMA and other Federal agencies could be required to supplant rather than to supplement State and local government available resources.

Under the Federal Plan (FRERP), which was published November 8, 1985, as the operational Federal response plan in the event of a radiological emergency, FEMA is assigned the responsibility for establishing the Federal Response Center as a base of operations near State operations at the scene of the emergency that can serve as a focal point for Federal response team interaction with the State. Upon State request for assistance, or in the performance of Federal agencies' statutory authorities, these additional Federal resources can be made available. It is not the intention of the FRERP that Federal resources be used in place of State and local government resources made unavailable by virtue of State and local government non-participation in radiological emergency preparedness exercises.

FUNDING TO STATE AND LOCAL GOVERNMENTS

Mrs. **Boggs**. His major concern, I believe, seems to be the cutback on the training programs, on the stipends, on the establishment of the fee structure. And so, as he says, the agency has frequently acknowledged the unquestionable and singular importance of the State and local government delivery system from all aspects of disasters, from warning to recovery, mitigation, preparedness, response and recovery.

How do you justify the decrease in pass-through fundings in the 1987 budget and the significant $30 million increase in the funds retained at the Federal level for nuclear attack planning and operations?

Mr. **McLoughlin**. Mrs. Boggs, those numbers are not quite tracking for me. Last year, if the 50-50 match had been approved, 53 percent of the CD budget could have been passed through. It was about 60 percent that actually went to state and local governments since the 100 percent funding was retained. This year, we expect that 62 percent of 1987 funds will continue to go to state and local governments.

In addition to that, $8.3 million in telecommunications and warning and individual mobilization augmentee program funds that also support local governments.

The only money FEMA holds back is money for our own salaries and expense accounts, which are at the same levels or lower than in the past several years.

Mrs. **Boggs**. Thank you.

I would submit the other questions that Mr. Boner has proposed for the record.

Mr. **Boland**. Fine.

Mrs. **Boggs**. Thank you.

CLOSING

Mr. **Boland**. Where were you born in Massachusetts?

Mr. **Bragdon**. Massachusetts General Hospital.

Mr. **Becton**. You want to try that again?

Mr. **Boland**. When it was first built or——

Mr. **Bragdon**. No. I think about——

Mr. **Boland**. It is celebrating its 150th anniversary.

Mr. **Bragdon**. About 150 years after that, then.

Mr. **Boland**. How do you like being chief up at Emmitsburg rather than L.A.?

Mr. **Bragdon**. Well, having been raised, sir, on the East Coast, I have an affinity for the New England States, particularly.

Mr. **Boland**. All right.

Mr. **Bragdon**. My mother still lives in Maine. I have relatives in your district.

Mr. **Boland**. As a New Englander, I guess that is why you are running the Emmitsburg facility so very well. We appreciate that. Thank you.

We have come to the end of a pleasant day and a half on FEMA. You seem to be doing very well. We know you have had difficulties and you are conquering them. Any way we can help, we will be glad to do it.

So, Mr. Director, thank you very much.

Mr. BECTON. Thank you for this opportunity, Mr. Chairman.

Mr. BOLAND. Dave, Bernie, Jim, thank you all very much. Have a nice weekend.

QUESTIONS SUBMITTED FOR THE RECORD BY MR. COUGHLIN

JUSTIFICATION FOR USE OF RESERVISTS

Question: To man DAC's, FEMA relies heavily on "reservists" which they call in from around the nation.

- Why does FEMA utilize a cadre of reservists from around the nation in the initial weeks of providing disaster assistance as opposed to training state and/or local personnel for such purposes?
- Is this reservist practice cost-effective?
- What did you spend on FY 85 on travel-lodging-meal expenses for reservists?

Answer: In disaster operations, FEMA tries to use the most effective mix of regular staff, reservists, and "local hires." Usually, this means full-time permanent regional personnel in key positions (involving policy decision-making or funds control), reservists where and as long as operational experience is essential, and local hires for other positions. (Often in the course of an operation, reservists replace permanent staff, and local hires, when trained, replace reservists.

Use of reservists or local hires in lieu of permanent staff is cost-effective in that the latter are able to continue their ongoing responsibilities, which would otherwise be postponed indefinitely. Use of local hires is cost-effective only if they are able to do the job; for many functions, this requires a few days of training. For that reason, we often delay the opening of Disaster Application Centers until our staff, including local hires, have been sufficiently trained. The need for experience, however, precludes exclusive use of local hires or of State/local personnel.

We cannot provide figures on travel-lodging-meal costs for reservists alone without a laborious and expensive manual examination of our records, because our travel-cost records for any given disaster operation do not distinguish between reservists and regular personnel.

DISASTER RELIEF TEMPORARY HOUSING POLICIES

Question: It is my understanding that FEMA began to implement new temporary housing policies which, due to greater "efficiencies," were more cost-effective and provided better service...or... Was the saving achieved in terms of providing less funding for disaster victims?...or... Was the agency able to save on administration and/or management expenditures?... How were these new policies received in the communities?

Answer: The new temporary housing policies do not affect the amount of assistance being given. Savings have been achieved by reducing costs of administration. FEMA estimates $2.3 million in administrative savings, a reduction of about 56%. At the same time, delivery time has been cut in half; therefore, there have been very few complaints from the disaster victims.

PUBLIC ASSISTANCE - COST SHARING

Question: You have proposed a "sliding cost sharing scale which would be imposed on state and local program applicants according to the degree of disaster damage." According to your report, the cost sharing would be approximately 50/50 -- however it would vary by disaster.

By not adhering to a strict national standard, such as the current 75/25 formula, is not the agency opening itself up to future problems between state and our local communities that may receive more or less Federal suppport...was not the 75/25 ratio agreed upon to prevent such disputes between states?

Answer: The use of a "strict national standard" for cost sharing (such as 75/25 or 50/50) is acceptable in those cases where disaster damage is not too severe. The State and local governments are fully capable of providing 25 percent or 50 percent of disaster costs in such cases. However, as the severity of disaster damage increases, State and local governments become less and less capable of providing a fixed percentage of disaster costs. FEMA believes that, once the proposed sliding scale is understood, fewer problems would be raised. For example, it would be easier to explain to an applicant that incurs damages of $2.50 per capita (probably less than 0.5% of that applicant's budget) why Federal assistance was not being provided than to explain to an applicant with damages of $100.00 per capita under 50/50 cost sharing that they must provide $50.00 per capita (probably about 10% of that applicant's budget).

The 75/25 cost sharing ratio has been established on a disaster by disaster basis to insure that the State and local commitment required by P.L. 93-288 was obtained for each disaster. There was no intent to establish a "strict national standard" for the purpose of preventing disputes between the States because some communities may receive more or less Federal support.

Question: Given the fact that the cost of recovery for all undeclared disasters (Presidentially) and the vast majority of the cost of Federally-declared disasters is borne by states, does FEMA believe that state and local governments will be able to provide comprehensive disaster assistance under that increasing cost-sharing burden?

Answer: Based on use of the proposed sliding scale cost sharing formula, which increases the amount of the Federal share for severely impacted applicants while reducing the Federal share for applicants which have incurred relatively minor damage, FEMA believes that State and local governments will be able to provide comprehensive disaster assistance. FEMA's experience indicates that State and local governments that receive relatively minor damage are fully capable of handling that damage by themselves, and as a result, Federal assistance to such applicants is unnecessary. By reducing the amount of Federal assistance to such applicants two things occur:

(1) Additional funds can be made available to more severely impacted applicants so that comprehensive disaster assistance can be provided; and

(2) The overall cost of the disaster program is reduced without placing a burden on State and local governments which is beyond their capability.

Question: At what point does the agency feel it would be more cost-effective to transfer disaster assistance funds directly to state emergency management agencies for distribution?

Answer: Currently, the majority of State emergency management agencies are not equipped to or capable of assuming the responsibility for administering disaster assistance funds.

CALCULATION OF FY 1987 REQUEST FOR DISASTER RELIEF

Question: FEMA requests $100 million for disaster assistance in FY 87. In 1985--you had 31 major disasters--a very busy year. In FY 86 you requested $194 million. On February 26, 1986, you moved a supplemental through public works committee which increased the amount you could provide to each state from $30 million to $100 million. This was in direct response to the California flooding.

Since 1974--FEMA has spent an average of $303 million per year. Why is FEMA presenting this committee with a budget which is so clearly out of line with the agency's history of disaster expenditures as well as their mandate for providing assistance?

Answer: On the contrary, the request is not "out of line" with either our history or our mandate. Rather it was determined as follows:

The level of appropriation uses the same assumptions as prior years about the average or base level of disaster activity that might reasonably be anticipated for a typical year. Under current regulations and legislation that represents obligations of approximately $225 to $250 million. Against that same level of activity, using $240 million as the base, proposed regulatory and legislative changes would reduce obligations by approximately $90 million, for a net requirement of $150 million in 1987. With a projected recovery of $50 million from prior year obligations, that leaves a remaining requirement for appropriations of $100 million per the Administration's request.

This calculation involves three assumptions: (1) the $50 million recovery of committed but unused funds--for which a concerted effort is underway; (2) implementation for FY 1987 of the changes FEMA is proposing, which would limit obligations from the Fund in accordance with the requirements of the Balanced Budget and Emergency Deficit Reduction Act of 1985 (Gramm-Rudman-Hollings); and (3) no carryover balance from FY 1986 into 1987. (Any carryover, of course, would mean more funds available in addition to the FY 1987 appropriation and the recoveries.)

Specifically, the calculation is as follows:
(in millions of dollars):

Average Base		$240
Reductions		
Public Assistance		
Disaster Declaration Indicators	-$16	
Cost Sharing, et.al.	-65	
Individual Assistance		
Cost Sharing	-7	
Administration	-2	
Total Reductions		-90
Net Requirements		150
Less Projected Recovery of Funds		-50
FY 1987 Appropriation Requirement		100

COST SAVINGS DUE TO COMPUTER LEASE TERMINATIONS

Question: General Becton, in a letter I sent to you on January 2, 1986, I requested an update on the loss of jobs to both FEMA and contractor employees and what contractual obligations would be cancelled by the move of your computer facility from Olney, Maryland. In your response of March 5, 1986, FEMA replied that there would be no "significant impact on the number of persons employed by contractors since the bulk of the contracts to be terminated involves lease costs."

Could you provide for the record, the savings involved by termination of these lease costs and what contractor or contractors are involved?

Answer: By terminating computer lease costs, we anticipate the savings involved to be $450,000 per year through FY 1988. The contractor is Sperry Corporation, Computer Systems Division of McLean, Virginia.

CAR RENTAL IN CONNECTICUT MAJOR DISASTER

Question: During the Disaster Assistance program associated with Hurricane Gloria, is it true that some of the rental cars used in the Connecticut operation were Lincoln Continental Sedans?

Is it common practice to use luxury cars during disaster relief efforts? Could you submit for the record the savings which could have been realized by renting mid-size or compact cars?

Answer: Two Lincoln Continental sedans were rented during the Connecticut major disaster (FEMA-747-DR) operation but only because (1) the cost would have been the same for any car of any size from the contract vendor, Dollar Rental, and (2) no smaller cars were available at the time. Thus, there would have been no savings from use of smaller cars. Even when cost is not a factor, FEMA avoids use of "luxury" cars because they provide no advantage and can leave a false impression. In these two instances, we had no choice; in another instance in this operation, however, the Acting Federal Coordinating Officer was able to wait until a smaller car became available.

TRAINING AND FIELD OFFICE SITES; COST COMPARISONS

Question: In news reports stemming from this same Disaster Assistance Program, there seems to be many excessive costs from training seminars at resort hotels, to the establishment of field office only a short distance from a FEMA Regional office.

- Could you submit for the record a comparison of the total costs associated with the Hurricane Gloria efforts and other similar disaster over the last two years?

Answer: The news reports are unfounded and inaccurate. No training for the Connecticut operation was conducted at any resort hotel. Public Assistance computer system training was held at the Disaster Field Office (DFO). Two other events, however, may account for these reports. The FEMA Region I Disaster Assistance Programs Division held a training session for its Disaster Assistance Employees the week of November 4, 1985, in New Seabury on Cape Cod. Special off-season rates for the government made this cost effective. It was not intended for or assessed to the Connecticut major disaster. Second, a post-disaster critique of the Hurricane Gloria major-disaster operations in Connecticut, Rhode Island, Massachusetts, New York, and New Jersey was held February 27-28 at the Old Post Office in Newport, Rhode Island, with participants housed at a resort hotel but at a special off-season government rate. Critiques are frequently held as a means of improving future performance. Cost of this combined critique was nominal and considerably lower than that of holding separate critiques.

For the Connecticut operation, to have used the Regional Office in Boston as the DFO would have been inconvenient to State and local officials involved--especially where their out-of-State travel is restricted. Cost savings to FEMA, principally in travel/per diem for permanent regional personnel, would have been nominal and would have been offset by added State and local costs. Furthermore, Regional Office space would have been inadequate to accommodate the initial DFO operations for Connecticut.

Six major disasters were declared because of Hurricane Gloria: Pennsylvania, Connecticut, Rhode Island, New Jersey, New York, and Massachusetts (FEMA-745-DR and 747-DR through 751-DR). As of April 15, 1985, obligations from the Disaster Relief Fund for those totaled $78.8 million, with administrative costs representing less than $1.3 million, or 1.6 percent. For all major disaster declarations in fiscal years 1984 and 1985, obligations to date totaled $488.2 million, including $29 million--or nearly 6 percent--for administrative costs.

QUESTIONS SUBMITTED FOR THE RECORD BY MRS. BOGGS

TRAINING AND EDUCATION STIPENDS

Question: I am very much concerned about your plans to eliminate funds for stipends and lodging to support training at the National Emergency Training Center. In your statement, you acknowledge that demand for training will probably decline as a result -- obviating any need for a western training center. I would agree that development of a western training center is not practical given budgetary constraints. What does concern me is the loss of ability to provide state and local officials with high quality and uniform training.

-- I am told that very few localities will be able to afford to send their emergency management staffs to Emmitsburg if stipends are removed. A national group (NCCEM) representing local emergency management officials has done an informal survey of its membership and has come to the conclusion that loss of stipends would, in effect, kill any real national training effort. Would our nation be well served by such a cost saving?

-- Don't you think there is a value to intensive, on-site instruction and interaction with instructors and other emergency management officials that cannot be satisfied by remote instruction?

-- Isn't there an importance associated with the achievement of some degree of uniformity of training nationwide?

Answer: Elimination of transportation stipends and lodging will cause an initial impact upon many of the localities that send emergency management officials and fire officers to resident courses at the National Emergency Training Center's (NETC) Emergency Management Institute (EMI) and National Fire Academy (NFA). Since these municipalities operate on a budget cycle that allows for little short-term adjustment, there will be a drop-off in applications.

However, we feel that local managers and officials understand the professional quality and value to their communities of attendance and participation in the intensive resident programs. We are confident that they will include funds to cover the cost of attendance in future budget submissions. While attendance may not be as readily attainable, it will also become more competitive and prestigous within the emergency management community.

On-site instruction and cross-fertilization of ideas is invaluable in building and enhancing our Nation's emergency management capablity. We are committed to providing programs of excellence and to reaching the critical target audiences.

DISASTER RELIEF AND FLOOD RATE INCREASE

Question: Yesterday, while discussing the new Disaster Relief regulations you will propose, I asked if the impact of such a reduced federal contribution on jurisdictions hard-pressed to meet new responsibilities that had been previously federally funded in all sorts of areas had really been considered.

I would also like to ask if, in developing such proposals as the Disaster Relief regulations and the 27% premium rate increase in flood insurance, the combined impact on communities and individuals was taken into account. The combined impact is made more dramatic, of course, by the Administration's plan to eliminate Small Business Disaster Loans. Have these three changes been looked at in terms of their combined impact?

Answer: Along with the changes to the flood insurance program, and the potential elimination of Small Business Administration loans, we believe the changes in the Disaster Assistance Program will create a greater awareness by public officials and private citizens of the need to prevent situations where damages and losses from disaster agents will result in local financial impacts. Local government initiatives to avoid or prevent the creation of potential hazards through their ongoing governmental functions will, in the long term, reduce the overall costs from disaster damages.

The Disaster Assistance Program was established by Congress to be supplemental to the efforts of State and local governments. The changes in funding formulas included in the proposed regulations will provide less assistance for the more frequent and smaller scale disaster events, the impacts of which are often predictable and preventable through sound local management, and greater levels of assistance for truly catastrophic disasters.

FEMA believes that the combined impact on the general taxpayer of the rate increase and the changes in disaster relief is a positive one. The rate increase is intended to more equitably distribute costs between the general taxpayers and the direct beneficiaries of insurance. Both the GAO, in its report "Federal Disaster Assistance: What Should the Policy Be" (PAD-80-39), and the Grace Commission, in its 1983 report, have supported the use of insurance with preventive measures as preferable to disaster relief. The GAO stated that insurance best meets the criteria of providing assistance while minimizing incentives for poor locational decisions, and while providing consistency and sensitivity to distributions of income and wealth among victims and between victims and taxpayers. Recommendations from the Grace Commission include the elimination of disaster assistance where coverage is available through insurance in order to increase savings and transfer a share of the financial risk to property owners thereby inducing them to make better locational decisions.

QUESTIONS SUBMITTED FOR THE RECORD BY MR. STOKES

GRAMM-RUDMAN PERSONNEL IMPACT

Question: Do you foresee that FEMA will have to reduce its personnel significantly in the coming years as a way of responding to Gramm-Rudman reductions?

Answer: In terms of both staffing and program levels, the Agency is past the point where "salami-slicing," — doing 10 percent less of this or 8 percent less of that — is an effective way of dealing with additional reductions. The Director has established the requirement that further nonspecified reductions will be taken by eliminating programs of lower priority. As this happens, further personnel reductions will be necessary.

Question: If you make cuts, how will they affect your minority personnel, who already tend to be represented in the least technical positions in the Agency?

Answer: The extent of the effect on miorities will depend on the nature of the reductions and the areas to which they are applied.

Question: How have current cuts affected your minority personnel?

Answer: Minority employees constituted 21 percent of the total employment (935) in the areas affected by the reduction in force. They constituted 34 percent of the total separations (29).

Question: Do you believe that Gramm-Rudman will make it difficult for FEMA to meet its affirmative action goals?

Answer: It certainly will not help.

TABLE OF CONTENTS

JUSTIFICATION OF ESTIMATES
FISCAL YEAR 1986

Page

SUMMARIES BY APPROPRIATION

Introduction to Justification of FEMA Budget.......... I
Features of FEMA 1987 Request.......... II
Appropriation, Outlay and Workyear Summary.......... IV
Application of the Balanced Budget and Emergency Deficit Control Act of 1985.......... V
Organization Chart.......... X

EMERGENCY PLANNING, ASSISTANCE AND SUPPORT
Salaries and Expenses:

  Appropriation Lanaguage.......... SE-1
  Appropriation Overview.......... SE-2
  Summary of Estimates by Activity.......... SE-3
  Object Class.......... SE-4

    Program Support:

      Activity Overview.......... SE-5
      Summary of Estimates by Activity.......... SE-6
      Object Class.......... SE-8

Emergency Management Planning and Assistance:

  Appropriation Language.......... EMPA-1
  Appropriation Overview.......... EMPA-2
  Summary of Estimates by Activity.......... EMPA-4
  Object Class.......... EMPA-6

      Civil Defense:

        Activity Overview.......... CD-1
        Estimates by Program.......... CD-3
        Object Class.......... CD-5

      Comprehensive Emergency Preparedness Planning:

        Activity Overview.......... CEP-1
        Estimates by Program.......... CEP-3
        Object Class.......... CEP-5

Page

Radiological Emergency Preparedness: REP-1
  Activity Overview REP-2
  Estimates by Program REP-3
  Object Class ....
Federal Preparedness: FP-1
  Activity Overview FP-3
  Estimates by Program FP-5
  Object Class ....
Training and Fire Programs: TFP-1
  Activity Overview TFP-3
  Estimates by Program TFP-4
  Object Class ....
Flood Plain Management: FPM-1
  Activity Overview FPM-3
  Estimates by Program FPM-5
  Object Class ....
Disaster Relief Administration: DRA-1
  Estimates by Program DRA-2
  Object Class ....
Insurance Activities: IA-1
  Estimates by Program IA-2
  Object Class ....
Emergency Food and Shelter: EFSA-1
  Estimates by Program EFSA-2
  Object Class ....
Management and Administration: MA-1
  Activity Overview MA-2
  Estimates by Program MA-4
  Object Class ....

NATIONAL INSURANCE DEVELOPMENT FUND ID-1
  Appropriation Language ID-2
  Appropriation Overview ID-3
  Summary of Estimates by Program ID-4
  Object Class ....

Page

NATIONAL FLOOD INSURANCE FUND

Appropriation Language.......... FI-1
Appropriation Overview.......... FI-2
Summary of Estimates by Program.......... FI-4
Object Class.......... FI-6

DISASTER RELIEF FUND

Appropriation Language.......... DR-1
Appropriation Overview.......... DR-2
Summary of Estimates by Program.......... DR-4
Object Class.......... DR-6

EMERGENCY FOOD AND SHELTER

Appropriation Language.......... EFS-1
Appropriation Overview.......... EFS-2
Summary of Estimates by Program.......... EFS-3
Object Class.......... EFS-4

INTRODUCTION TO JUSTIFICATION
FEDERAL EMERGENCY MANAGEMENT AGENCY
BUDGET ESTIMATES FOR 1987

The Federal Emergency Management Agency (FEMA) was established by the President in Reorganization Plan No. 3 of 1978. The Agency operates under important statutory and executive authorities to carry out a wide range of program responsibilities for emergency planning, preparedness, response and recovery, and hazard mitigation. These include:

- Under the Federal Civil Defense Act of 1950, as amended, responsibility for administering a national program for population protection preparedness and response in emergency conditions ranging from a natural or peacetime disaster to an enemy attack upon the United States.
- Under the Federal Fire Prevention and Control Act of 1974, programs to reduce national fire loss, including training and education.
- Under the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, administration of a national program to provide flood insurance and to encourage better flood plain management.
- Under the Disaster Relief Act of 1974, as amended, programs to provide assistance to individuals and State and local governments in Presidentially-declared major disaster or emergency areas.
- Under the National Security Act of 1974, as amended, the Strategic and Critical Materials Stockpiling Act, as amended, and the Defense Production Act of 1950, as amended, programs to provide for continuity of government, emergency resource assessment and management, post-attack economic recovery and stabilization, and policy guidance for stockpiling strategic materials.
- Under the Earthquake Hazards Reduction Act of 1977, programs designed to identify and reduce earthquake vulnerabilities and consequences.
- In accordance with provisions of the Nuclear Regulatory Commission 1980 Appropriation Authorization Act and other statutes, and by Presidential directive, responsibility of off-site emergency preparedness for fixed nuclear facilities.
- Under Executive Order 12148, responsibility for oversight of the national dam safety program.
- Under the Comprehensive Environmental Response and Liability Act and Executive Order 12316, responsibility for specific emergency response activities.

FEATURES OF FEDERAL EMERGENCY MANAGEMENT AGENCY

1987 REQUEST

In line with major initiatives to reduce the deficit, this budget request provides for levels generally at or close to those established after the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) sequestrations in 1986. Reaching the levels mandated in 1987 requires the resubmission of savings proposed in past budgets, necessitates accelerating the increases of premiums for flood insurance policies, and requires a higher level of cost sharing by State and local governments for disaster assistance and for the costs of Federal training.

Government-wide actions to reduce spending are reflected again this year in the FEMA request. A total of $329,000 is eliminated from salaries and benefits to reduce the GS/GM 11-15 bulge. A-76 studies will continue; however, due to the progress the Agency has made in reducing commercial activities in 1986, no specific reductions are taken for this. The regional streamlining initiative is complete, given the reductions in regional management and administration occurring in 1986.

Civil Defense. FEMA's 1987 request for activities authorized under the Federal Civil Defense Act of 1950, as amended, totals $126,565,000 and 508 workyears. Deficit reduction makes it necessary to propose a second year of retrenchment in this activity. During 1986, the direction of the program and policy issues are being addressed. With the announcement of policy decisions, a revised program will be proposed. Meanwhile, the Civil Defense program as expressed in the Integrated Emergency Management System (IEMS) concept continues to be the Nation's major mechanism to foster the development of a comprehensive all-hazards national system and capability for emergency management.

Significant aspects of the 1987 request include continued maintenance of State and local personnel at about the same level as in the 1986 Current Estimate. Travel expenses are excluded for resident training at the Emmitsburg campus and a lodging fee needed to support maintenance of dormitories will be charged. Resultant dampening of demand for resident training is the basis for discontinuance of development of a western states training facility at Carson City, Nevada, which was started in 1985. The Emergency Public Information program element is discontinued. Telecommunications and Warning is decreased by $2,819,000 reflecting the one time cost of radios purchased in 1986.

Comprehensive Emergency Preparedness Planning. This activity is designed to enhance State and local capabilities to prepare for, respond to, and mitigate disasters and emergencies arising from earthquakes, hurricanes, hazardous materials accidents, and unsafe dams. State and local governments use the support this activity provides to develop capabilities essential to respond to any and all of these hazards. The program for 1987 is generally level with an increase of 10 workyears and $408,000 above the 1986 Current Estimate.

Radiological Emergency Preparedness. This request is 60 workyears and $6,500,000, a decrease of 2 workyears and an increase of $302,000. Funds make possible execution of FEMA's regulatory responsibilities in connection with offsite emergency planning associated with nuclear facilities.

Federal Preparedness. The 1987 request is 987 workyears and $177,911,000, a net increase of 16 workyears and $32,486,000. Resources Preparedness is reduced by 10 workyears and $304,000. These programs are designed to ensure that the Nation will be able to respond to, manage, and recover from domestic and national security emergencies.

Training and Fire Programs. The 1987 request of 84 workyears and $11,914,000 represents a net decline of 4 workyears and $10,493,000 from the 1986 Current Estimate. Of this, the principal reduction is 22 workyears and $7,364,000 from abolishing the U.S. Fire Administration and its program elements. This is a re-proposal of the 1983 submission, made necessary to reach Gramm-Rudman-Hollings targets. The request also calls for co-sharing of costs of training State and local emergency staff by having their employers pay travel to and lodging costs at the National Emergency Training Center (NETC). Anticipated reduced demand from fees and other constraints on the State and local governments makes the western training center initiative unnecessary, and no funds are requested. Lodging fees will be used to offset costs for dormitory cleaning and maintenance at NETC.

Flood Plain Management. This program will be funded from the National Flood Insurance Fund at a requested level of 152 workyears and $51,813,000. The request calls for advancing, by one year, to 1987, the objective of making the Fund actuarially sound. To do this, premiums will be raised in 1987.

Insurance Activities. This program will also be funded from the National Flood Insurance Fund in 1987, at a requested level of 51 workyears and $2,687,000.

National Insurance Development Fund. This fund will continue to support 4 workyears; the request is $14,492,000. Termination and run-off of the Crime Insurance Program are proposed in 1987.

Disaster Relief Fund. The request is for $100,000,000, level with that enacted in 1986. However, adverse experience requires a 1986 Supplemental Appropriation request of $250,000,000 to prevent the Fund's depletion by early Spring 1986. The request alters the basis of cost sharing by a legislative proposal and by later regulatory changes, increasing the State and local share and thus enabling the 1987 request to remain at the $100,000,000 level.

Emergency Food and Shelter. The 1987 request eliminates this program.

Management and Administration. This activity's request is 354 workyears and $30,738,000, a decrease of 21 workyears and an increase of $2,662,000 from the Current Estimate. This request continues the substantial reductions already made in this activity in 1986. The 1987 request is 113 workyears and $4,615,000 less than the actual spending level in 1985. The request has an increase of $1,064,000 to restore SLUC reduced in 1986 as part of an initiative to close four regional offices.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Appropriation, Outlay and Workyear Summary
(Dollars in Thousands)

APPROPRIATION

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request
Salaries and Expenses	$130,468	$119,031	$118,104	$118,507
Emergency Management Planning and Assistance	328,827	232,362	281,508	250,743
National Insurance Development Fund	...	...	...	...
National Flood Insurance Fund	200,205	92,852	37,920	...
Disaster Relief Fund	100,000	194,000	95,700	100,000
Disaster Relief Supplemental	...	...	250,000	...
Emergency Food and Shelter	...	...	70,000	...
Total, Obligations	759,500	638,245	853,232	469,250

OUTLAYS

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request
Salaries and Expenses	132,528	116,009	120,217	118,121
Emergency Management Planning and Assistance	371,634	278,609	340,043	244,648
National Insurance Development Fund	14,518	16,738	23,018	16,415
National Flood Insurance Fund	(119,347)	73,424	51,221	(38,155)
Disaster Relief Fund	191,683	194,000	197,162	173,538
Disaster Relief Supplemental	...	...	125,000	75,000
Emergency Food and Shelter	69,370	...	90,000	...
Total, Outlays	660,386	678,780	946,661	589,567
Total, Workyears	2,519	2,487	2,304	2,316

IV.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Application of the Balanced Budget and
Emergency Deficit Control Act of 1985

(Dollars in Thousands)

	1986 Enacted				Gramm-Rudman-Hollings Reductions				1986 Current Estimate			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
Civil Defense												
A. State and Local Emergency Management												
1. Emergency Management Assistance..	189	$11,833	$57,000	$68,833	...	($509)	($2,451)	($2,960)	189	$11,324	$54,549	$65,873
2. Other S&L Emergency Mgmt.........	16	936	750	1,686	...	(40)	(32)	(72)	16	896	718	1,614
Subtotal, S&L Emerg. Mgmt.........	205	12,769	57,750	70,519	...	(549)	(2,483)	(3,032)	205	12,220	55,267	67,487
B. Radiological Defense												
1. Planning & Development...........	5	301	2,574	2,875	...	(13)	(111)	(124)	5	288	2,463	2,751
2. Instrumentation..................	19	885	7,143	8,028	...	(38)	(307)	(345)	19	847	6,836	7,683
3. Other Radiological Defense.......	...	...	...	...	...	...	...	...	...	...	...	...
Subtotal, Radiological Defense...	24	1,186	9,717	10,903	...	(51)	(418)	(469)	24	1,135	9,299	10,434
C. Population Protection												
1. Population Protection Planning...	40	1,531	8,400	9,931	...	(66)	(361)	(427)	40	1,465	8,039	9,504
2. Facility Survey, Eng. & Dev......	29	1,859	3,600	5,459	...	(80)	(155)	(235)	29	1,779	3,445	5,224
3. Shelter Preparation..............	2	66	...	66	...	(3)	...	(3)	2	63	...	63
Subtotal, Population Protection..	71	3,456	12,000	15,456	...	(149)	(516)	(665)	71	3,307	11,484	14,791
D. Protection of Industrial Capability												
1. Industrial Capability Prot. Plng.	...	...	...	...	...	...	...	...	...	...	...	...
2. Keyworker Protection.............	...	...	...	...	...	...	...	...	...	...	...	...
3. Other PIC........................	...	...	...	...	...	...	...	...	...	...	...	...
Subtotal, PIC......................	...	...	...	...	...	...	...	...	...	...	...	...
E. S & L Direction, Control and Warning												
1. Emergency Operating Centers......	13	707	...	707	...	(31)	...	(31)	13	676	...	676
2. State & Local Wrng. & Com. Sys...	10	565	...	565	...	(24)	...	(24)	10	541	...	541
3. Emrg. Broadcast Sys. Guid. & Asst	10	513	...	513	...	(22)	...	(22)	10	491	...	491
4. Other S&L Direct., Control & Wrng	5	257	563	820	...	(11)	(24)	(35)	5	246	539	785
Subtotal, S&L Dir., Cntrl. & Wrng	38	2,042	563	2,605	...	(88)	(24)	(112)	38	1,954	539	2,493

V.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Application of the Balanced Budget and Emergency Deficit Control Act of 1985

(Dollars in Thousands)

	1986 Enacted				Gramm-Rudman-Hollings Reductions				1986 Current Estimate			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
F. Research												
1. Research..........................	...	$128	...	$128	...	($6)	...	($6)	...	$122	...	$122
2. Systems Integ. & Applications....	...	...	...	...	...	...	...	...	...	...	...	...
3. Systems Development..............	...	...	...	...	...	...	...	...	...	...	...	...
4. Policy and Planning..............	10	453	$100	553	...	(19)	($4)	(23)	10	434	$96	530
Subtotal, Research..............	10	581	100	681	...	(25)	(4)	(29)	10	556	96	652
G. Training and Education												
1. Instructional Progs. & Materials.	5	210	563	773	...	(9)	(24)	(33)	5	201	539	740
2. Training Field Deployment Systems	18	836	5,960	6,796	...	(36)	(256)	(292)	18	800	5,704	6,504
3. Resident Programs................	23	988	2,240	3,228	...	(42)	(97)	(139)	23	946	2,143	3,089
4. NETC Site Administration.........	9	400	2,266	2,666	...	(17)	(98)	(115)	9	383	2,168	2,551
5. NETC West Site Administration....	1	83	400	483	...	(4)	(17)	(21)	1	79	383	462
6. Emergency Public Information.....	...	...	10	10	...	...	...	...	...	...	10	10
Subtotal, Training & Education...	56	2,517	11,439	13,956	...	(108)	(492)	(600)	56	2,409	10,947	13,356
H. Telecommunications and Warning												
1. National Warning System..........	24	1,055	5,460	6,515	...	(45)	(236)	(281)	24	1,010	5,224	6,234
2. Washington Area Warning System...	2	84	380	464	...	(4)	(25)	(29)	2	80	355	435
3. FEMA National Teletype System....	13	449	1,522	1,971	...	(19)	(65)	(84)	13	430	1,457	1,887
4. FEMA National Voice System.......	3	91	997	1,088	...	(4)	(43)	(47)	3	87	954	1,041
5. FEMA National Radio System.......	25	952	3,033	3,985	...	(41)	(130)	(171)	25	911	2,903	3,814
6. Telecommunications Sup. Services.	9	348	3,552	3,900	...	(15)	(153)	(168)	9	333	3,399	3,732
7. U.S. Army Civil Prepdns. Detach..	5	191	1,100	1,291	...	(8)	(47)	(55)	5	183	1,053	1,236
8. Decision Info. Dist. System......	1	37	304	341	...	(2)	(22)	(24)	1	35	282	317
9. DOD Reimbursable Support.........	...	...	679	679	...	...	(29)	(29)	...	...	650	650
Subtotal, Tele. & Warning.........	82	3,207	17,427	20,634	...	(138)	(750)	(888)	82	3,069	16,677	19;746
I. Automatic Data Processing (S&E).....	14	1,939	...	1,939	...	(83)	...	(83)	14	1,856	...	1,856
Subtotal, Civil Defense.............	500	27,697	108,996	136,693	...	(1,191)	(4,687)	(5,878)	500	26,506	104,309	130,815

VI.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Application of the Balanced Budget and Emergency Deficit Control Act of 1985

(Dollars in Thousands)

	1986 Enacted				Gramm-Rudman-Hollings Reductions				1986 Current Estimate			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
Comp. Emerg. Preparedness Planning												
A. Disaster Prep. Improvement Grants...	1	$40	...	$40	...	($2)	...	($2)	1	$38	...	$38
B. Earthquake..........................	18	1,145	$4,475	5,620	...	(49)	($192)	(241)	18	1,096	$4,283	5,379
C. Hurricane...........................	5	264	896	1,160	...	(11)	(38)	(49)	5	253	858	1,111
D. Hazardous Materials.................	6	359	200	559	...	(15)	(9)	(24)	6	344	191	535
E. Dam Safety..........................	2	115	432	547	...	(5)	(19)	(24)	2	110	413	523
F. Hazard Mitigation Assistance........	4	225	200	425	...	(10)	(9)	(19)	4	215	191	406
G. Policy and Planning.................	15	664	...	664	...	(29)	...	(29)	15	635	...	635
Subtotal, CEPP.........................	51	2,812	6,203	9,015	...	(121)	(267)	(388)	51	2,691	5,936	8,627
Radiological Emergency Preparedness												
A. Fixed Nuclear Facilities............	62	2,896	3,581	6,477	...	(125)	(154)	(279)	62	2,771	3,427	6,198
Subtotal, REP..........................	62	2,896	3,581	6,477	...	(125)	(154)	(279)	62	2,771	3,427	6,198
Federal Preparedness												
A. Government Preparedness												
1. Government Preparedness...........	797	35,354	107,548	142,902	...	(1,520)	(4,625)	(6,145)	797	33,834	102,923	136,757
Subtotal, Govt. Preparedness.....	797	35,354	107,548	142,902	...	(1,520)	(4,625)	(6,145)	797	33,834	102,923	136,757
B. Emerg. Info. & Coordination Center												
1. EICC..............................	9	344	500	844	...	(15)	(22)	(37)	9	329	478	807
Subtotal, EICC...................	9	344	500	844	...	(15)	(22)	(37)	9	329	478	807
C. Resources Preparedness												
1. Resources Assessment..............	6	244	490	734	...	(10)	(21)	(31)	6	234	469	703
2. Other Resources Planning..........	9	525	815	1,340	...	(23)	(35)	(58)	9	502	780	1,282
3. Economic Resources Planning.......	2	160	350	510	...	(7)	(15)	(22)	2	153	335	488
4. Natural Resources Planning........	7	537	250	787	...	(23)	(11)	(34)	7	514	239	753
5. Resources Prep. Prog. Integrat...	3	163	194	357	...	(7)	(8)	(15)	3	156	186	342
Subtotal, Resources Preparedness.	27	1,629	2,099	3,728	...	(70)	(90)	(160)	27	1,559	2,009	3,568

VII.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Application of the Balanced Budget and Emergency Deficit Control Act of 1985

(Dollars in Thousands)

	1986 Enacted				Gramm-Rudman-Hollings Reductions				1986 Current Estimate			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
D. Mobilization Preparedness												
1. Mobilization Planning............	12	$606	$300	$906	...	($26)	($13)	($39)	12	$580	$287	$867
2. Mobilization Exercises...........	13	653	699	1,352	...	(28)	(30)	(58)	13	625	669	1,294
3. Security Planning................	...	...	...	...	...	...	...	...	...	...	...	...
4. National Def. Executive Reserve..	1	101	...	101	...	(4)	...	(4)	1	97	...	97
5. Program Integration..............	3	212	...	212	...	(9)	...	(9)	3	203	...	203
Subtotal, Mobilization Prep......	29	1,572	999	2,571	...	(67)	(43)	(110)	29	1,505	956	2,461
E. Federal Preparedness Policy & Plng												
1. Multiprogram Analysis............	2	108	200	308	...	(5)	(8)	(13)	2	103	192	295
2. Policy & Planning................	17	1,027	579	1,606	...	(44)	(25)	(69)	17	983	554	1,537
Subtotal, Fed. Prep. Pol. & Plng.	19	1,135	779	1,914	...	(49)	(33)	(82)	19	1,086	746	1,832
Subtotal, Federal Preparedness......	801	40,034	111,925	151,959	...	(1,721)	(4,813)	(6,534)	801	38,313	107,112	145,425
Training and Fire Programs												
A. Emergency Management Institute												
1. Instructional Progs. & Materials.	...	...	1,238	1,238	...	...	(53)	(53)	...	...	1,185	1,185
2. Training Field Deployment Systems	...	...	781	781	...	...	(34)	(34)	...	...	747	747
3. Resident Programs................	6	239	864	1,103	...	(10)	(37)	(47)	6	229	827	1,056
4. NETC Site Administration.........	...	...	...	...	...	...	...	...	...	...	...	...
5. NETC West Site Administration....	...	...	380	380	...	...	(16)	(16)	...	...	364	364
Subtotal, EMI....................	6	239	3,263	3,502	...	(10)	(140)	(150)	6	229	3,123	3,352
B. National Fire Academy												
1. Instructional Progs. & Materials.	5	259	813	1,072	...	(11)	(35)	(46)	5	248	778	1,026
2. Training Field Deployment Systems	9	523	1,702	2,225	...	(23)	(73)	(96)	9	500	1,629	2,129
3. Resident Programs................	21	1,164	1,714	2,878	...	(50)	(74)	(124)	21	1,114	1,640	2,754
4. NETC Site Administration.........	25	1,825	2,866	4,691	...	(78)	(123)	(201)	25	1,747	2,743	4,490
5. NETC West Site Administration....	...	...	1,350	1,350	...	...	(58)	(58)	...	...	1,292	1,292
Subtotal, NFA....................	60	3,771	8,445	12,216	...	(162)	(363)	(525)	60	3,609	8,082	11,691

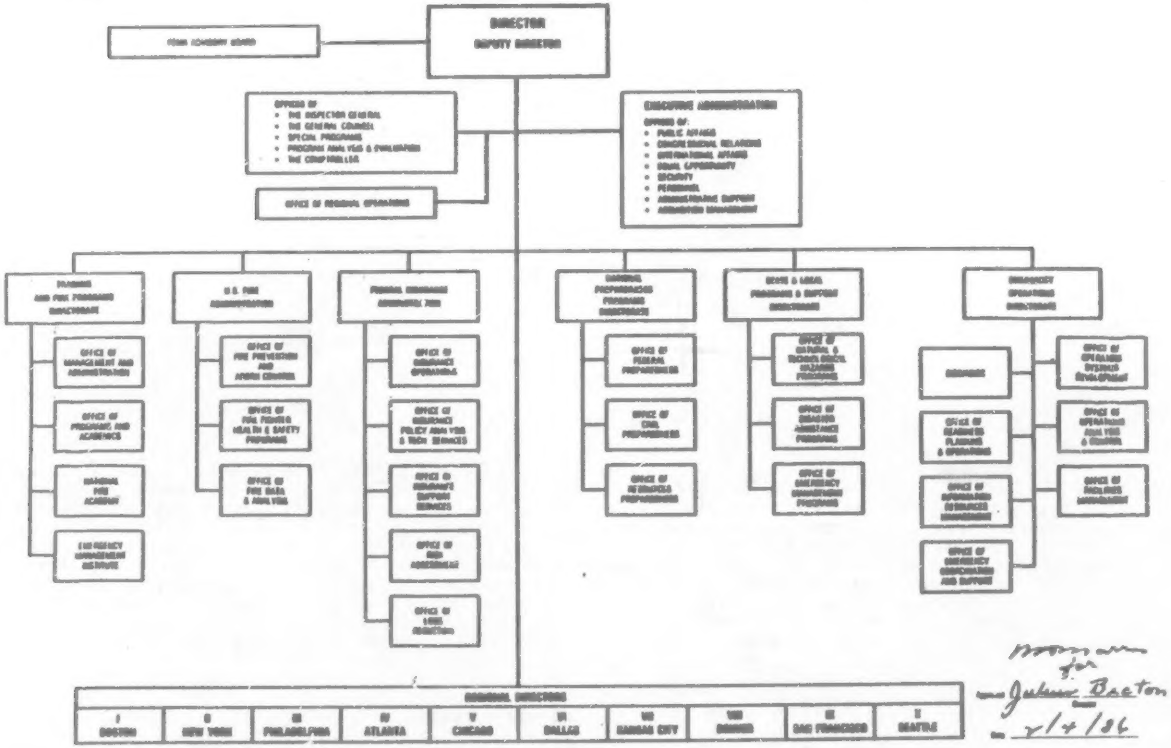
FEDERAL EMERGENCY MANAGEMENT AGENCY
Application of the Balanced Budget and Emergency Deficit Control Act of 1985

(Dollars in Thousands)

	1986 Enacted				Gramm-Rudman-Hollings Reductions				1986 Current Estimate			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
C. U.S. Fire Administration												
1. Fire Prevention and Arson Control	4	$190	$3,488	$3,678	...	($8)	($150)	($158)	4	$182	$3,338	$3,520
2. Fed. Fire Policy & Coordination..	7	489	955	1,444	...	(21)	(41)	(62)	7	468	914	1,382
3. Firefighter Health and Safety....	5	236	955	1,191	...	(10)	(41)	(51)	5	226	914	1,140
4. Fire Data and Analysis...........	6	284	1,099	1,383	...	(13)	(48)	(61)	6	271	1,051	1,322
Subtotal, USFA....................	22	1,199	6,497	7,696	...	(52)	(280)	(332)	22	1,147	6,217	7,364
Subtotal, Training & Fire Programs..	88	5,209	18,205	23,414	...	(224)	(783)	(1,007)	88	4,985	17,422	22,407
Flood Plain Management												
A. Flood Studies and Surveys...........	70	3,187	36,496	39,683	...	(137)	(1,569)	(1,706)	70	3,050	34,927	37,977
B. Flood Hazard Reduction..............	67	2,725	4,025	6,750	...	(117)	(173)	(290)	67	2,608	3,852	6,460
C. Purchase of Property................	3	132	4,726	4,858	...	(6)	(203)	(209)	3	126	4,523	4,649
D. State Assistance Program............	...	...	...	...	...	...	...	...	...	...	...	...
Subtotal, Flood Plain Management....	140	6,044	45,247	51,291	...	(260)	(1,945)	(2,205)	140	5,784	43,302	49,086
Disaster Relief Administration (S&E)...	145	6,541	...	6,541	...	(281)	...	(281)	145	6,260	...	6,260
Insurance Activities (S&E).............	52	2,620	...	2,620	...	(113)	...	(113)	52	2,507	...	2,507
Emergency Food & Shelter (S&E).........	4	220	...	220	...	(9)	...	(9)	4	211	...	211
SUBTOTAL, EMERG. PLNG. ASSIST. & SUP...	1,923	94,073	294,157	388,230	...	(4,045)	(12,649)	(16,694)	1,923	90,028	281,508	371,536
Management and Administration..........	375	29,337	...	29,337	...	(1,261)	...	(1,261)	375	28,076	...	28,076
TOTAL, FEMA OPERATING PROGRAMS AND MANAGEMENT & ADMINISTRATION....	2,298	123,410	294,157	417,567	...	(5,306)	(12,649)	(17,955)	2,298	118,104	281,508	399,612

IX.

ORGANIZATION
FEDERAL EMERGENCY MANAGEMENT AGENCY


FEMA ADVISORY BOARD
DIRECTOR
DEPUTY DIRECTOR
OFFICES OF
• THE INSPECTOR GENERAL
• THE GENERAL COUNSEL
• SPECIAL PROGRAMS
• PROGRAM ANALYSIS & EVALUATION
• THE COMPTROLLER
OFFICE OF REGIONAL OPERATIONS
EXECUTIVE ADMINISTRATION
OFFICES OF:
• PUBLIC AFFAIRS
• CONGRESSIONAL RELATIONS
• INTERNATIONAL AFFAIRS
• EQUAL OPPORTUNITY
• SECURITY
• PERSONNEL
• ADMINISTRATIVE SUPPORT
• ACQUISITION MANAGEMENT
TRAINING AND FIRE PROGRAMS DIRECTORATE
OFFICE OF MANAGEMENT AND ADMINISTRATION
OFFICE OF PROGRAMS AND ACADEMICS
NATIONAL FIRE ACADEMY
EMERGENCY MANAGEMENT INSTITUTE
U.S. FIRE ADMINISTRATION
OFFICE OF FIRE PREVENTION AND ARSON CONTROL
OFFICE OF FIRE FIGHTER HEALTH & SAFETY PROGRAMS
OFFICE OF FIRE DATA & ANALYSIS
FEDERAL INSURANCE ADMINISTRATION
OFFICE OF INSURANCE OPERATIONS
OFFICE OF INSURANCE POLICY ANALYSIS & TECH SERVICES
OFFICE OF INSURANCE SUPPORT SERVICES
OFFICE OF RISK ASSESSMENT
OFFICE OF LOSS REDUCTION
NATIONAL PREPAREDNESS PROGRAMS DIRECTORATE
OFFICE OF FEDERAL PREPAREDNESS
OFFICE OF CIVIL PREPAREDNESS
OFFICE OF RESOURCES PREPAREDNESS
STATE & LOCAL PROGRAMS & SUPPORT DIRECTORATE
OFFICE OF NATURAL & TECHNOLOGICAL HAZARDS PROGRAMS
OFFICE OF DISASTER ASSISTANCE PROGRAMS
OFFICE OF EMERGENCY MANAGEMENT PROGRAMS
EMERGENCY OPERATIONS DIRECTORATE
[illegible]
OFFICE OF READINESS PLANNING & OPERATIONS
OFFICE OF INFORMATION RESOURCES MANAGEMENT
OFFICE OF EMERGENCY COORDINATION AND SUPPORT
OFFICE OF OPERATIONS SYSTEMS DEVELOPMENT
OFFICE OF OPERATIONS ANALYSIS & CONTROL
OFFICE OF FACILITIES MANAGEMENT
REGIONAL DIRECTORS
I BOSTON
II NEW YORK
III PHILADELPHIA
IV ATLANTA
V CHICAGO
VI DALLAS
VII KANSAS CITY
VIII DENVER
IX SAN FRANCISCO
X SEATTLE

for
Julius Becton
2/4/86

X.

SALARIES AND EXPENSES
Appropriation Language

For necessary expenses, not otherwise provided for, including hire and purchase of motor vehicles (31 U.S.C. 1343); uniforms, or allowances therefor, as authorized by 5 U.S.C. 5901-5902; services as authorized by 5 U.S.C. 3109, but at rates for individuals not to exceed the per diem rate equivalent to the rate for GS-18; expenses of attendance of cooperating officials and individuals at meetings concerned with the work of emergency preparedness; transportation in connection with the continuity of government program to the same extent and in the same manner as permitted the Secretary of a Military Department under 10 U.S.C. 2632; and not to exceed $1,500 for official reception and representation expenses, [$118,746,000] $118,507,000. [Sec. 416. Notwithstanding any other provision of this Act, amounts otherwise provided by this Act for the following accounts and activities are reduced by the following amounts: "Salaries and expenses", $4,000,000;] (Department of Housing and Urban Development/Independent Agencies Appropriation Act, 1986; additional authorizing legislation to be proposed for $38,041,000.)

SALARIES AND EXPENSES
Appropriation Overview

This appropriation encompasses the salaries and expenses required to provide executive direction and administrative and staff support to FEMA's programs in both the Headquarters and field offices. Program Support activity provides the necessary resources to administer the Agency's various programs. The Management and Administration activity provides the general management and administration of the Agency in legal affairs, congressional relations, public affairs, personnel, financial management, and other central support functions, such as, rent, utilities, and supplies.

SALARIES AND EXPENSES
(Dollars in Thousands)

Estimates by Activity	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
I. Program Support.................		2,058	$93,423	1,822	$88,161	1,923	$90,028	1,754	$87,769	-169	-$2,259
II. Management and Administration..		467	35,353	434	30,870	375	28,076	354	30,738	-21	2,662
Total, Salaries and Expenses (Budget Authority)...........		2,525	128,776	2,256	119,031	2,298	118,104	2,108	118,507	-190	403
Budget Outlays.................			132,528		116,009		120,217		118,121		-2,096
Total Workyears.....................		2,525		2,256		2,298		2,108		-190	
Targeted Workyears..................		...		...		2,296		...		...	

Changes From Original 1986 Estimates

Reflects a congressional increase of $4,379,000.
$5,819,000 - Program Support
-$1,440,000 - Management and Administration

Reflects a reduction of $5,306,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$4,045,000 - Program Support
-$1,261,000 - Management and Administration

SALARIES AND EXPENSES
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$81,977	$70,982	$78,051	$74,020	-$4,031
11.3 Other than full-time permanent	1,950	1,840	176	72	-104
11.5 Other personnel compensation	1,880	1,498	1,144	1,493	349
11.8 Special personal services payments	262	1,062	...	...	...
11.9 Total personnel compensation	86,069	75,382	79,371	75,585	-3,786
Personnel Benefits					
12.1 Civilian personnel	10,448	8,305	9,327	9,549	222
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	702	1,700	560	100	-460
Non-Personnel Costs					
21.0 Travel and transportation of persons	3,117	5,757	5,126	6,109	983
22.0 Transportation of things	405	800	92	117	25
23.1 Standard level user charges	6,102	6,819	7,496	9,107	1,611
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	8,398	7,116	5,743	6,618	1,196
24.0 Printing and reproduction	654	992	469	496	27
25.0 Other services	10,195	7,729	8,751	9,553	481
26.0 Supplies and materials	849	848	678	716	38
31.0 Equipment	1,837	3,583	491	557	66
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	128,776	119,031	118,104	118,507	403

SALARIES AND EXPENSES
PROGRAM SUPPORT
Activity Overview

This activity encompasses the Salaries and Expenses funds required to administer the Agency's various programs in both the Headquarters and field offices.

SALARIES AND EXPENSES
PROGRAM SUPPORT
(Dollars in Thousands)

Summary of Estimates by Activity	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
I. Civil Defense..................		564	$27,739	567	$30,692	500	$26,506	508	$27,646	8	$1,140
II. Comprehensive Emergency Preparedness Planning.........		24	1,244	81	2,780	51	2,691	61	2,832	10	141
III. Radiological Emergency Preparedness..................		69	2,887	64	2,478	62	2,771	60	2,919	-2	148
IV. Federal Preparedness...........		887	39,903	862	40,174	881	38,313	897	43,737	16	5,424
V. Training and Fire Programs.....		106	5,113	104	5,396	88	4,985	84	4,048	-4	-937
VI. Flood Plain Management.........		186	7,490	...	...	140	5,784	...	...	-140	-5,784
VII. Disaster Relief Administration.		160	6,974	144	6,641	145	6,260	144	6,587	-1	327
VIII. Insurance Activities...........		60	2,013	...	...	52	2,507	...	...	-52	-2,507
IX. Emergency Food and Shelter.....		2	60	...	...	4	211	...	...	-4	-211
Total, Program Support (Budget Authority)...........		2,058	93,423	1,822	88,161	1,923	90,028	1,754	87,769	-169	-2,259
Total Workyears.....................		2,058		1,822		1,923		1,754		-169	
Targeted Workyears..................		...		...		1,942		...		...	

Changes From Original 1986 Estimates

Reflects an increase from a transfer of funds between programs.
-$434,000 - Civil Defense
$32,000 - Comprehensive Emergency Preparedness Planning
$418,000 - Radiological Emergency Preparedness
$77,000 - Federal Preparedness

Reflects a congressional increase of $5,817,000.

-$2,561,000 - Civil Defense
-$217,000 - Federal Preparedness
-$187,000 - Training and Fire Programs
$6,044,000 - Flood Plain Management
-$100,000 - Disaster Relief Administration
$2,620,000 - Insurance Activities
$220,000 - Emergency Food and Shelter

Reflects a reduction of $4,045,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

-$1,191,000 - Civil Defense
-$121,000 - Comprehensive Emergency Preparedness Planning
-$125,000 - Radiological Emergency Preparedness
-$1,721,000 - Federal Preparedness
-$224,000 - Training and Fire Programs
-$260,000 - Flood Plain Management
-$281,000 - Disaster Relief Administration
-$113,000 - Insurance Activities
-$9,000 - Emergency Food and Shelter

SALARIES AND EXPENSES
PROGRAM SUPPORT
(Dollars in Thousands)

		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS						
Personnel Compensation						
11.1	Full-time permanent	$67,144	$56,505	$65,547	$61,691	-$3,856
11.3	Other than full-time permanent	1,590	1,840	162	57	-105
11.5	Other personnel compensation	1,605	1,113	776	1,110	334
11.8	Special personal services payments	170	751	...	...	...
11.9	Total personnel compensation	70,509	60,209	66,485	62,858	-3,627
Personnel Benefits						
12.1	Civilian personnel	8,681	6,722	7,906	8,143	237
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	563	1,700	340	100	-240
Non-Personnel Costs						
21.0	Travel and transportation of persons	2,765	5,210	4,595	5,547	952
22.0	Transportation of things	298	745	76	100	24
23.1	Standard level user charges	429	1,060	1,060	1,078	18
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	3,771	3,285	2,132	2,300	168
24.0	Printing and reproduction	87	636	15	10	-5
25.0	Other services	5,050	5,103	6,494	6,618	124
26.0	Supplies and materials	327	563	521	551	30
31.0	Equipment	943	2,928	404	464	60
32.0	Lands and structures	...	...	...	...	...
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	...	...	...	...	...
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		93,423	88,161	90,028	87,769	-2,259

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Appropriation Language

For necessary expenses, not otherwise provided for, to carry out activities under the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, as amended (42 U.S.C. 4001 et seq.), the Disaster Relief Act of 1974, as amended (42 U.S.C. 5121 et seq.), the Earthquake Hazards Reduction Act of 1977, as amended (42 U.S.C. 7701 et seq.), the Federal Fire Prevention and Control Act of 1974, as amended (15 U.S.C. 2201 et seq.), the Strategic and Critical Materials Stock Piling Act, as amended (50 U.S.C. 98 et seq.), the Federal Civil Defense Act of 1950, as amended (50 U.S.C. App. 2251 et seq.), the Defense Production Act of 1950, as amended (50 U.S.C. App. 2061 et seq.), Section 103 of the National Security Act (50 U.S.C. 404), and Reorganization Plan No. 3 of 1978, [$248,910,000] $250,743,000 Provided, That notwithstanding 31 U.S.C. 3302, the Director of the Federal Emergency Management Agency may establish and collect fees to provide lodging at the National Emergency Training Center and credit such fees to this appropriation to be used for expenses incurred in providing these services. (Department of Housing and Urban Development/Independent Agencies Appropriation Act, 1986. Additional authorizing legislation to be proposed for $104,152,000.)

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Appropriation Overview

This appropriation provides resources for the following activities:

Civil Defense: The programs shown below reflect the third year of deployment of the Integrated Emergency Management System (IEMS), designed to build capabilities at the State and local levels to save lives in emergencies across the full spectrum. This includes natural disasters; such as, tornadoes, earthquakes, hurricanes, and floods; technological disasters; such as, release of hazardous materials, radioactive materials accidents; resources shortages; and possible attack.

- State and Local Emergency Management - Provides for the foundation for Federal, State, and local partnership that is essential in achieving integrated emergency management objectives by supporting emergency preparedness personnel who develop and maintain emergency programs and systems and who exercise them to increase day-to-day capability.
- Radiological Defense - Provides for the etablishment of an entire radiological system in States through Radiological Defense Officers responsible for radiological planning, development of guidance and training materials, and acquisition, storage, maintenance, calibration, and deployment of instruments to detect radiation levels.
- Population Protection - Provides for development of generic evacuation and in-place protection plans to protect the population from nuclear attack, natural disasters, and technological accidents.
- Protection of Industrial Capability - Provides for development of plans for deployment of an industrial emergency preparedness system for those industries supporting defense needs and population protection activities. This program will not be funded in 1986.
- State and Local Direction, Control and Warning - Provides for developing policy, disseminating guidance, financial, and technical assistance in the development and maintenance of emergency communications, alert and warning systems, and command and control systems for State and local governments.
- Research - Provides the technical and scientific basis for civil defense strategies, policies, program development, and implementation.
- Training and Education - Provides for development and delivery of formal courses, self-study programs, workshops, seminars, and symposia performed throughout the United States and at the resident facilities of the National Emergency Training Center and the proposed western training campus for emergency management training.

- Telecommunications and Warning - Provides for telecommunications and dedicated warning systems, both Federally-owned and leased, which are required to meet the FEMA mission.

Comprehensive Emergency Preparedness Planning: Provides for enhancement of State and local capabilities to prepare for, respond to, and mitigate disasters and emergencies other than nuclear attack.

Radiological Emergency Preparedness: Provides for emergency preparedness and planning activities for fixed nuclear facilities and preparation of a Federal response plan for commercial nuclear power station accidents.

Federal Preparedness: Provides that the Nation will be able to respond to, manage, and recover from peacetime and wartime national security emergencies and to enable Government to cope with the consequence of accidental, natural, and man-caused occurrences.

Training and Fire Programs: Prepares Federal, State and local officials, their supporting staffs, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long-term recovery.

Flood Plain Management: Provides for a program that combines mapping, regulatory, and technical assistance efforts for the purpose of responding to known flood hazards and mitigating their effects through a comprehensive approach to the management of flood plains. This activity will be funded through the National Flood Insurance Fund in 1986.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
(Dollars in Thousands)

Summary of Estimates by Activity	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
I. Civil Defense..................		564	$146,111	567	$89,318	500	$104,309	508	$98,919	8	-$5,390
II. Comprehensive Emergency Preparedness Planning........		24	7,533	81	6,574	51	5,936	61	6,203	10	267
III. Radiological Emergency Preparedness.................		69	3,581	64	3,581	62	3,427	60	3,581	-2	154
IV. Federal Preparedness...........		887	100,183	862	115,399	881	107,112	897	134,174	16	27,062
V. Training and Fire Programs		106	18,845	104	17,490	88	17,422	84	7,866	-4	-9,556
VI. Flood Plain Management.........		186	45,452	...	...	140	43,302	...	...	-140	-43,302
Total, Emergency Management Planning and Assistance (Budget Authority)...........		1,836	321,705	1,678	232,362	1,722	281,508	1,610	250,743	-112	-30,765
Budget Outlays.................			371,634		278,609		340,043		244,648		-95,395
Total Workyears....................		1,836		1,678		1,722		1,610		-112	
Targeted Workyears.................		...		...		1,741		...		...	

Changes From Original 1986 Estimates

Reflects a congressional increase of $67,795,000.
$19,678,000 - Civil Defense
-$371,000 - Comprehensive Emergency Preparedness Planning
-$3,474,000 - Federal Preparedness
$715,000 - Training and Fire Programs
$45,247,000 - Flood Plain Management

Reflects a reduction of $12,649,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$4,687,000 - Civil Defense
-$267,000 - Comprehensive Emergency Preparedness Planning
-$154,000 - Radiological Emergency Preparedness
-$4,813,000 - Federal Preparedness
-$783,000 - Training and Fire Programs
-$1,945,000 - Flood Plain Management

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	..	...
11.3 Other than full-time permanent	...	..	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	$10	...	$15	$15	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	33,312	$35,850	33,163	34,215	$1,052
24.0 Printing and reproduction	3,024	1,755	2,089	905	-1,184
25.0 Other services	141,789	51,212	95,083	53,995	-41,088
26.0 Supplies and materials	2,268	4,333	4,123	5,758	1,635
31.0 Equipment	29,884	64,405	61,725	72,992	11,267
32.0 Lands and structures	5,664	3,104	2,666	3,658	992
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	105,754	71,703	89,422	79,205	-10,217
42.0 Insurance claims and indemnities	...	...	...	..	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	321,705	232,362	288,286	250,743	-37,543

CIVIL DEFENSE
Activity Overview

The Civil Defense (CD) Activity under Emergency Planning Assistance and Support stresses the preparedness elements common to all emergencies and at the same time recognizes those elements unique to specific types of emergencies. Preparedness for natural disasters, such as hurricanes or floods, and preparedness for man-made calamities, such as chemical spills or nuclear attack, are in many respects interchangeable, as mandated by the Federal Civil Defense Act of 1950, as amended. Response and recovery capabilities common to most emergencies are obtained through preparedness programs that address warning, direction and control, resource management, evacuation, in-place sheltering, maintenance of law and order, health and medical services, and government preparedness. These capabilities are obtained through emergency planning, development of supporting systems, and training and education programs with the ultimate objective being to save lives and protect property threatened by any and all hazards. During 1987, FEMA will continue to revise guidance and develop support materials which will assist State and local governments in building functional emergency management capabilities. Funds made available to States may be used for preparing for, and providing emergency assistance in response to, peacetime disasters to the extent such use is consistent with, contributes to, and does not detract from attack-related preparedness.

The Civil Defense Activity includes the following programs:

A. State and Local Emergency Management. This program provides the foundation for the Federal, State, and local partnership that is essential in achieving emergency management objectives. State and local governments are provided funds to support emergency management staffs who develop and maintain emergency programs and systems and exercise them to increase day-to-day capability.

B. Radiological Defense. This program provides for the establishment of radiological systems in States through Radiological Officers responsible for radiological planning; development of guidance and training materials for monitors, officers, and local instructors; and the acquisition, storage, maintenance, calibration, and deployment of instruments capable of detecting radiation levels for peacetime emergencies as well as nuclear attack.

C. Population Protection. This program provides for development by State planners of evacuation and in-place protection plans to protect the population from nuclear attack, natural disasters, and technological accidents. Data needed to support emergency planning (e.g., identification of facilities which can protect people from nuclear attack effects and from natural or technological hazards) are obtained by engineering surveys.

D. Protection of Industrial Capability. No resources are requested for this program in 1987.

E. State and Local Direction, Control and Warning. This program provides policy and technical guidance in the development and maintenance of emergency communications; alert and warning systems; direction and control systems and facilities; and the provision of emergency support services for State and local governments. The program also provides technical assistance for the protection of communications systems and of selected broadcast facilities participating in the Emergency Broadcast System. These functions provide the basic capability for the nation's State and local government leaders to control government resources, communicate decisions to the public, and deploy assets to meet critical needs. They are also the foundation on which continuity of government is built and on which authority is exercised in the aftermath of emergencies.

F. Research. This program provides the technical and scientific basis for CD strategies, policies, program development, and implementation. The program develops and analyzes concepts, approaches, techniques, and researches matters such as hazard effects, protective measures, and defining the nature of current and future threats.

G. Training and Education. The Emergency Management Institute (EMI), located in Emmitsburg, Maryland, is the national focal point for development and delivery of emergency management training. Its purpose is to improve emergency management practices among all participants, including State and local government managers, private sector managers, volunteer organizations, the general public, and Federal officials in the nation's response to emergencies and disasters.

The training and education responsibility is met through delivery of formal courses, self-study programs, workshops, seminars, symposia, and any other methods of proven pedagogical value. These training activities are performed throughout the United States through State, local, and/or regional training centers, a resident facility (EMI), and contractors. The bulk of the delivery of training is carried out by providing financial assistance and instructional materials to State and local emergency management organizations. Moreover, EMI furthers the goals of comprehensive emergency management at a minimal cost to the government by responding to training issues and needs of non-profit national and international organizations concerned with emergency management whose members are regularly enrolled as students of EMI, public and private school systems, volunteer agencies, and national and international associations whose interests include emergency management. Long-range curriculum management plans are developed, and evaluation projects that address resident and field training requirements are conducted, to effectively plan and deliver CD-related training activities. The program also includes a portion of the cost of operating the National Emergency Training Center.

H. Telecommunications and Warning. This program provides for telecommunications and dedicated warning systems, both Federally-owned and leased, which are required to meet the FEMA mission. Associated communication systems provide FEMA with emergency and administrative systems connections to other Federal agencies, the 50 States, the District of Columbia, territories, and possessions. These systems include leased dedicated voice warning networks for nuclear attack and natural disaster warnings, outdoor warning sirens, dedicated teletype communication networks to States and regional offices, voice communication systems between regional offices and States, survivable high frequency radio systems for back-up to teletype and voice systems, and Support Detachments to staff Regional Communication Centers.

I. Automatic Data Processing (ADP). ADP provides data bases and direct computer access for CD activities. The data processing support gives access to Headquarters, Regions, and State offices for processing emergency information, on-line editing of data, and on-site printing of reports. Such information is or can be used for severe weather emergencies, chemical spills, accidents involving radioactive materials, extraordinary situations, and tests and exercises.

CIVIL DEFENSE
(Dollars in Thousands)

Estimates by Program Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. State and Local Emergency Management....................	CD-8	245	$71,426	159	$64,563	205	$67,487	185	$66,935	-20	-$552
B. Radiological Defense...........	CD-22	27	11,487	28	7,497	24	10,434	23	10,365	-1	-69
C. Population Protection..........	CD-41	69	15,589	101	10,517	71	14,791	93	15,833	22	1,042
D. Protection of Industrial Capability...................	CD-55	...	1,534	...	...	...	...	...	...	...	...
E. State and Local Direction, Control and Warning..........	CD-62	40	13,754	52	2,779	38	2,493	39	2,505	1	12
F. Research.......................	CD-80	17	5,019	12	1,052	10	652	9	585	-1	-67
G. Training and Education.........	CD-94	64	16,385	74	11,378	56	13,356	64	11,668	8	-1,688
H. Telecommunications and Warning.	CD-113	82	36,583	121	19,833	82	19,746	85	16,927	3	-2,819
I. Automatic Data Processing......	CD-135	20	2,073	20	2,391	14	1,856	10	1,747	-4	-109
Total, Civil Defense (Budget Authority)...........		564	173,850	567	120,010	500	130,815	508	126,565	8	-4,250
Permanent Workyears											
Headquarters........................		186		188		160		165		5	
Regions.............................		378		349		340		343		3	
Total, Permanent.................		564		537		500		508		8	
Total Workyears.....................		564		567		500		508		8	
Targeted Workyears..................		...		...		509		...		...	

Changes From Original 1986 Estimates

Reflects a decrease from a transfer of funds between programs.
-$450,000 - Population Protection
$16,000 - Research

Reflects a congressional increase of $17,117,000.
$5,956,000 - State and Local Emergency Management
$3,406,000 - Radiological Defense
$5,389,000 - Population Protection
-$174,000 - State and Local Direction, Control and Warning
-$387,000 - Research
$2,578,000 - Training and Education
$801,000 - Telecommunications and Warning
-$452,000 - Automatic Data Processing

Reflects a reduction of $5,878,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$3,032,000 - State and Local Emergency Management
-$469,000 - Radiological Defense
-$665,000 - Population Protection
-$112,000 - State and Local Direction, Control and Warning
-$29,000 - Research
-$600,000 - Training and Education
-$888,000 - Telecommunications and Warning
-$83,000 - Automatic Data Processing

CIVIL DEFENSE
(Dollars in Thousands)

		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS						
Personnel Compensation						
11.1	Full-time permanent	$18,529	$17,837	$17,511	$17,934	$423
11.3	Other than full-time permanent	527	583	...	57	57
11.5	Other personnel compensation	367	365	224	235	11
11.8	Special personal services payments	11	60	...	...	...
11.9	Total personnel compensation	19,434	18,845	17,735	18,226	491
Personnel Benefits						
12.1	Civilian personnel	2,388	2,081	2,030	2,000	-30
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	210	1,700	93	...	-93
Non-Personnel Costs						
21.0	Travel and transportation of persons	806	2,455	1,337	1,784	447
22.0	Transportation of things	121	614	6	6	...
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	13,512	11,762	10,123	10,388	265
24.0	Printing and reproduction	721	1,586	198	305	107
25.0	Other services	27,291	14,064	13,171	14,271	1,100
26.0	Supplies and materials	366	462	436	455	19
31.0	Equipment	13,834	3,097	6,145	2,779	-3,366
32.0	Lands and structures	3,077	370	270	67	-203
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	92,090	62,974	79,271	76,284	-2,987
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		173,850	120,010	130,815	126,565	-4,250

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	$6	$6	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	$11,437	$10,577	9,000	9,191	$191
24.0 Printing and reproduction	660	1,125	198	305	107
25.0 Other services	25,059	11,436	9,665	10,558	893
26.0 Supplies and materials	137	153	141	141	...
31.0 Equipment	13,651	2,683	5,758	2,367	-3,391
32.0 Lands and structures	3,077	370	270	67	-203
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	92,090	62,974	79,271	76,284	-2,987
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	146,111	89,318	104,309	98,919	-5,390

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

OBJECT CLASS		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation						
11.1	Full-time permanent	$18,529	$17,837	$17,511	$17,934	$423
11.3	Other than full-time permanent	527	583	...	57	57
11.5	Other personnel compensation	367	365	224	235	11
11.8	Special personal services payments	11	60	...	...	...
11.9	Total personnel compensation	19,434	18,845	17,735	18,226	491
Personnel Benefits						
12.1	Civilian personnel	2,388	2,081	2,030	2,000	-30
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	210	1,700	93	...	-93
Non-Personnel Costs						
21.0	Travel and transportation of persons	806	2,455	1,337	1,784	447
22.0	Transportation of things	121	614	...	...	...
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	2,075	1,185	1,123	1,197	74
24.0	Printing and reproduction	61	461	...	...	...
25.0	Other services	2,232	2,628	3,506	3,713	207
26.0	Supplies and materials	229	309	295	314	19
31.0	Equipment	183	414	387	412	25
32.0	Lands and structures	...	...	...	...	...
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	...	...	...	...	...
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		27,739	30,692	26,506	27,646	1,140

CIVIL DEFENSE
(Dollars in Thousands)

A. State and Local Emergency Management

Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/Decrease WY	Increase/Decrease Amt.
1. Emergency Management Assistance....................	CD-12	229	$56,581	143	$50,300	189	$54,549	169	$54,123	-20	-$426
2. Other State & Local Emergency Management.........	CD-15	16	1,800	16	1,000	16	718	16	712	...	-6
3. Salaries & Expenses............	CD-20	...	13,045	...	13,263	...	12,220	...	12,100	...	-120
Total, State & Local Emergency Management (Budget Authority)...........		245	71,426	159	64,563	205	67,487	185	66,935	-20	-552
Permanent Workyears											
Headquarters......................		29		24		29		29		...	
Regions...........................		216		119		176		156		20	
Total, Permanent...............		245		143		205		185		-20	
Total Workyears.....................		245		159		205		185		-20	
Targeted Workyears.................		...		...		199		...		...	

Changes From Original 1985 Estimates

Reflects a net congressional increase of $5,956,000
$6,700,000 - Emergency Management Assistance
-$250,000 - Other State and Local Emergency managment
-$494,000 - Salaries and Expenses

Reflects a reduction of $3,032,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$2,451,000 - Emergency Mangement Assistance
-$32,000 - Other State and Local Emergency Management
-$549,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

A. State and Local Emergency Management	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$7,722	$6,043	$6,940	$6,501	-$439
11.3 Other than full-time permanent	258	205	...	...	...
11.5 Other personnel compensation	65	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	8,045	6,248	6,940	6,501	-439
Personnel Benefits					
12.1 Civilian personnel	939	701	814	715	-99
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	84	1,700	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	399	518	350	518	168
22.0 Transportation of things	38	613	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	2,074	1,075	1,029	1,095	66
24.0 Printing and reproduction	44	461	...	...	...
25.0 Other services	2,905	2,492	3,369	3,518	149
26.0 Supplies and materials	229	212	203	217	14
31.0 Equipment	183	243	233	248	15
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	56,486	50,300	54,549	54,123	-426
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	71,426	64,563	67,487	66,935	-552

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

A. State and Local Emergency Management	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	...	...	...	...	...
11.3 Other than full-time permanent...........	...	...	...	...	...
11.5 Other personnel compensation.............	...	...	...	...	...
11.8 Special personal services payments.......	...	...	...	...	...
11.9 Total personnel compensation.............	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel.......................	...	...	...	...	...
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.................	...	...	...	...	...
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.................	...	...	...	...	...
24.0 Printing and reproduction................	...	...	...	...	...
25.0 Other services...........................	$1,895	$1,000	$718	$712	-$6
26.0 Supplies and materials...................	...	...	...	...	...
31.0 Equipment................................	...	...	...	...	...
32.0 Lands and structures.....................	...	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	56,486	50,300	54,549	54,123	-426
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	58,381	51,300	55,267	54,835	-432

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

A. State and Local Emergency Management	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$7,722	$6,043	$6,940	$6,501	-$439
11.3 Other than full-time permanent	258	205	...	...	...
11.5 Other personnel compensation	65	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	8,045	6,248	6,940	6,501	-439
Personnel Benefits					
12.1 Civilian personnel	939	701	814	715	-99
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	84	1,700	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	399	518	350	518	168
22.0 Transportation of things	38	613	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	2,074	1,075	1,029	1,095	66
24.0 Printing and reproduction	44	461	...	...	...
25.0 Other services	1,010	$1,492	2,651	2,806	155
26.0 Supplies and materials	229	212	203	217	14
31.0 Equipment	183	243	233	248	15
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	13,045	13,263	12,220	12,100	-120

A. State and Local Emergency Management

This program provides the foundation for State and local organizations to achieve the integration of emergency management functions, planning, and objectives and to provide a professional infrastructure to conduct all hazards emergency management functions. Funding support is provided for State and local organizational requirements and operating costs, for augmenting FEMA and State and local emergency management organizations with military reservists, and for programmatic data analysis and evaluation support for State and local governments and FEMA's Integrated Emergency Management System (IEMS) concept.

The program elements and activities listed below support improved capabilities of the State and local jurisdictions for broadly based emergency preparedness and response to life and property threatening situations.

1. Emergency Management Assistance

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The Federal Civil Defense Act of 1950, as amended, created a 50% matching grant program, called Emergency Management Assistance (EMA), to assist State and local governments in the development and maintenance of a cadre of emergency managers and supporting staffs. The responsibility for a national program of civil preparedness is thus shared jointly by the Federal, State, and local governments. The capability to respond to emergencies exists primarily with State and local governments and requires qualified emergency management personnel. These personnel function as managers and coordinators of civil defense activities across the full range of hazards including natural disasters, technological emergencies and enemy attack. This program differs from the Population Protection Planning (PPP) grant program in that the EMA staff planners develop emergency operations plans (EOPs) for their jurisdictions while the PPP planners provide technical assessments of the EMA EOPs and develop plans for non-EMA jurisdictions.

The objectives of the EMA program have evolved over the years from creation of emergency plans to broader emergency preparedness system building, and coordinating the State and local response activities during emergencies. EMA funding is the primary emergency response capacity building function supporting three key activities: (1) hazard vulnerability assessment, (2) capability assessment, and (3) multi-year development planning, to resolve shortfalls in each local jurisdiction's ability to respond to large scale emergencies. The three activities are the base components of the IEMS.

- EMA is the major financial assistance program delivered to the State and local governments and supports the emergency management infrastructure which serves as the base for improving State and local capability to respond to all hazards.
- Through 1984 there were 50 States, the District of Columbia, Puerto Rico, four territories, and a total of 2,712 local jurisdictions participating in EMA funding. Achieving a 100% national population coverage will require EMA participation by 5,700 jurisdictions in 3,398 operational areas in the United States.

(An emergency operating area is a jurisdiction or grouping of jurisdictions -- usually counties or county equivalents -- which have responsibility for emergency management activities in a specific geographical area and have within their control the resoutces necessary to build a comprehensive response and short term recovery capability applicable to all hazards which could affect the community.)

c. 1985 Accomplishments. In 1985, FEMA used a total of $68,706,000 and 229 workyears for this program element, of which $12,125,000 was under Salaries and Expenses and $56,581,000 was under Emergency Management Planning and Assistance. This funding supported 1,465 State-level and 5,476 local-level personnel in 2,750 jurisdictions, with an increase of 38 jurisdictions over 1984. Management processes in the CCA were improved and emphasized to make EMA more product oriented. The State and local level EMA personnel coordinated the implementation of the IEMS documentation; responded to all types of disasters affecting the civilian population; tested warning systems; coordinated in emergency operating centers, emergency plans and operations of other public emergency services organizations during disaster response periods; trained other governmental personnel and volunteers with emergency responsibilities; prepared and issued emergency management guidance materials and information; conducted and evaluated exercises involving other State and local government emergency services organizations in order to test their coordinated emergency response capabilities.

For example, in 1985 State and local emergency management personnel coordinated evacuation from the scene of a gas well blow out and established shelters and command posts during forest fires in several southern and western States.

A comprehensive Vulnerability Assessment to determine the likelihood or potential for loss within the EMA program was conducted. The EMA regulation was revised to include requirements for State and local government EMA participants to review, revise and exercise their emergency operations plans on a prescribed schedule using newly published guidance. A summary report was prepared on the acceptance of the revised EMA allocation formula implemented in 1984.

d. Changes from the 1986 Estimates. Reflects a net increase of $3,449,000: a congressional increase of $6,700,000 in Emergency Management Planning and Assistance and a reduction of $291,000 in Salaries and Expenses; and a reduction of $2,451,000 in Emergency Management Planning and Assistance and a reduction of $509,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L.99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $65,873,000 and 189 workyears to this program element, of which $11,324,000 is under Salaries and Expenses and $54,549,000 is under Emergency Management Planning and Assistance. Specific objectives include the following:

(1) Updating of previously submitted local hazard analysis and vulnerability assessments and multi-year development plans, and completion of those documents by the States and by local jurisdictions that did not report in 1985;

(2) State and local participating jurisdictions' reviewing, revising, and exercising their emergency operations plans in accordance with the revised EMA regulation and EMA chapter of Civil Preparedness Guide (CPG) 1-3, Federal Assistance Handbook;

(3) Improving staff selection standards and training;

(4) State and local continuity of government assessments and plans emphasis; and

(5) Continuing the day-to-day preparedness planning, organizing, testing and evaluation activities of State and local emergency management organizations whose major support is provided by EMA funding.

State and local workplans and activities and outputs will be better measured by use of a newly prescribed form as part of the CCA reporting requirements.

f. 1987 Program. FEMA requests a total of $65,134,000 and 169 workyears for this program element, a net decrease of $739,000 and 20 workyears from 1986. Included in this total are $11,011,000 for Salaries and Expenses and $54,123,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $68,955,000 and 183 workyears. The base program includes a net increase of $3,082,000: an increase of $2,960,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $75,000 for within-grade step increases; a decrease of $27,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $74,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 6 workyears to achieve the targeted workyears in the 1986 current estimate.

Beginning in 1987, costs for recurring land line charges and equipment rental costs associated with warning systems and emergency telephones will be allowable under EMA. Prior to 1987, these costs were allowable under FEMA's Maintenance and Services Program.

Allocated 1987 EMA funds, released by States during the year may be reprogrammed in order to contract for conducting an on-site survey of State and local EMA jurisdictions' products and activities performed compared with their statements of work; to conduct a review of time and attendance records in support of EMA personnel salary costs claimed; to compare EMA organizations' staffing pattern positions and the related position descriptions for consistency.

Objectives of the program element will be as follows:

- Continue emergency management activities by State and local EMA personnel to enhance preparedness capabilities and minimize the effects on the civilian population of all types of emergencies, including natural and technological disasters and attack.

- Improve comprehensive data base of State and local EMA jurisdictions' products and activities resulting from use of the data gathering form prescribed in 1986.

- Analyze the data collected concerning State and local EMA jurisdictions' products and activities as a basis for (a) determining the effectiveness of State and local organization emergency management; (b) using it in the annual CCA negotiation process between FEMA and the State; and (c) improving FEMA EMA program guidance and management.

- In addition to improving State capabilities for all hazards, attention will be focused on their continuity of government (COG) activities and functions vital to Federal recovery efforts in a nuclear war.

1987 Decreases. The 1987 request includes a net decrease of $3,821,000. The reduction of $944,000 in Salaries and Expenses and 14 workyears is necessary to properly reflect the actual utilization of personnel resources. The reduction of $2,877,000 in Emergency Management Planning and Assistance will initially permit the same funding level as in the 1986 current estimate while a report on the reduction of the Civil Defense program is being finalized in 1986.

g. Outyear Implications. Funding in 1988-1991 will support a continuing level of State and local emergency management jurisdiction participation. State COG activities will be supported by Federal COG activities. FEMA will monitor State and local EMA participants' reviewing, updating, and exercising of their EOPs within the prescribed three-year cycle.

2. Other State and Local Emergency Management

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The objective of this element is to provide local and State governments with access to specialized expertise (e.g., military reservists skilled in operations planning, direction and control management, and emergency management systems development), and other technical assistance required to fulfill their emergency management responsibilities. This element is made up of two subelements.

- Individual Mobilization Augmentees (IMA's). This activity is designed to utilize skilled military reservists to augment civilian emergency management staff at the Federal, State, and local government levels by performing preparedness activities and providing support during actual emergency operations. Available reservists from the Army, Air Force, and Coast Guard serve their annual training tours of duty performing tasks relevant to FEMA's mission and to national defense. They may also be assigned additional special tours or school tours. The IMA's make use of their military and civilian expertise and training to assist in the development of emergency management systems to facilitate government response to emergencies (these include operations planning, communications, intelligence, transportation, supply, and public information.)

- Supporting Activities. There are four activities included under Supporting Activities.

  (1) Under a contract with FEMA, the American Red Cross has provided technical assistance to State and local government in the development of mass care and emergency welfare plans and capabilities. In addition to the financial assistance provided by other programs, State and local governments are given access to the specialized experience of emergency organizations, such as the American Red Cross or other volunteer agencies.

  (2) Comparative data on hazard vulnerability and local emergency capabilities, current technology and emergency management approaches are provided to State and local jurisdictions. Recognizing the impact of computer and information management technology on management procedures at all levels of government, FEMA is now providing technical support to State and local governments in data analysis and use, program evaluation, and applications of computer and communications technology to enhance emergency planning and management. This effort began in 1983 when FEMA initiated the development of a data system to provide information on relevant hazards, existing emergency capabilities, and short- and long-term resource requirements for improving those capabilities in State and local jurisdictions. The computerized Hazard Identification, Capability Assessment and Multi-Year Development Plan (HICA-MYDP) data system became operational in 1985. This (subelement) activity provides for maintenance of that data base and supports State and local access to and use of that and other data sources to improve State and local emergency management.

  (3) The delivery of FEMA funding and technical assistance is accomplished through the Comprehensive Cooperative Agreement (CCA) awarded annually to each State.

  (4) Technical assistance is provided to State and local governments on continuity of government (COG). The COG component of State and local emergency operations plans addresses the capability to assure survival of government and to enhance survival and the protection of the population in a major emergency.

c. 1985 Accomplishments. In 1985, FEMA used a total of $2,720,000 and 16 workyears for this program element, of which $920,000 was under Salaries and Expenses and $1,800,000 was under Emergency Management Planning and Assistance.

- Individual Mobilization Augmentees (IMA). FEMA used a total of $1,500,000 to reimburse the Department of Defense for 1,100 reservists throughout the nation. Until 1984, only the Army and Air Force were providing available reservists; however the Coast Guard has joined the program with 19 reservists assigned to strategic coastal locations within the Continental United States. They are assisting the civilian authorities in major port areas in the development of emergency preparedness plans. Negotiations continued with the Navy and resulted in the development of staffing patterns and job descriptions for the eventual use of Navy reservist personnel. Due to expected 1986 funding restrictions, the entrance of Navy reservists into the program was postponed pending restructuring of the IMA mission. A study of the program was completed during the first quarter of the fiscal year and recommended a series of improvements that are being incorporated in the reorganization of the present program.

- Supporting Activities. FEMA provided $300,000 to the American Red Cross for a support contract. This maintained State and local access to Red Cross expertise and assistance in the areas of mass care and utilization of volunteer and community resources for emergency management.

During 1985, HICA-MYDP data provided by over 3,000 local jurisdictions was computerized. Reports summarizing local, State, and regional hazard distribution, functional emergency capabilities, and future resource requirements were generated and disseminated to participating jurisdictions. Other accomplishments include the following:

-- Development of a computerized status reporting and evaluation system which selects and aggregates data from numerous sources and displays it in a format which highlights problem areas for management action.

-- Development of a (two-phase) tabletop exercise to improve State capabilities to perform essential functions during a national security emergency. The tabletop emphasizes information management during a crisis period.

-- Development of a computerized exercise library which uses computer technology to eliminate many of the time consuming aspects of exercise design. The library provides access to all materials necessary to run an exercise tailored to an individual jurisdiction's needs and organizational and demographic characteristics.

-- Development of procedures for aggregation and use of program-specific information for program analysis and evaluation and the production and distribution of three analytical reports.

FEMA awarded through the CCA delivery mechanism $99,000,000 to 56 States. The CCAs included, under one contractual document 19 programs of which 15 provided financial assistance and four provided technical assistance only. The 56 CCAs have reduced the number of individual contractual agreements with State and local governments from an estimated 2,361 to 56. The CCA process was reviewed by the FEMA Office of the Inspector General and with contractor support an internal control review was conducted. The result of these studies will be incorporated in changes to improve the process in 1986. A national conference on the CCA process and program was conducted and resulted in the development of improved guidance and forms for use by the Region and States in applying for, monitoring, and evaluating products resulting from the CCA.

FEMA began the development of plans and procedures necessary to ensure the COG systems at the State and local level. Emphasis in the initial stages of this effort was the creation of procedures for evaluating existing State and local emergency operations plans to ensure that State and local governments can provide a COG capability, that is, the ability to preserve, maintain, and reconstitute civil government under any emergency condition.

d. Changes from the 1986 Estimates. Reflects a decrease of $525,000; a congressional reduction of $250,000 in Emergency Management Planning and Assistance and $203,000 in Salaries and Expenses; and a reduction of $32,000 in Emergency Management Planning and Assistance and $40,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,614,000 and 16 workyears to this program element, of which $896,000 is under Salaries and Expenses and $718,000 is under Emergency Management Planning and Assistance.

- Individual Mobilization Augmentees (IMAs). FEMA is allocating $1,614,000 and 16 workyears to this activity. This will provide funding for 400 reservists. The restructing of the IMA program will continue. In accord with DOD, we will enhance the program mission by placing IMA's in positions and locations that will directly support Federal, State, and local COG. Reallocation of category "D" resources as augmentees to various State Emergency Operating Centers (EOCs) will be accomplished and frequent training in Direction and Control Systems will be provided. Three regional IMA Coordinator workshops will be held, in addition to one national workshop. This will serve to inform Federal, State, and local IMA coordinators of new program direction and organizational structures and responsibilities. The program will continue using category "D" reservists, although there will be a reduction in the total number from 1,100 to approximately 400. FEMA will continue to recruit IMA's for "points only" to support emergency preparedness organizations.

- Supporting Activities. FEMA is providing funding for the American Red Cross contract support under the Disaster Relief Fund.

  FEMA computer and technical support to State and local government will continue to be provided through the following activities:

  (a) Completion of HICA-MYDP data system development with the publication of guidance for State Capability Assessment and Multi-Year Development Planning. Data submitted in 1985 will be corrected and updated and reports generated which support emergency planning and resource allocation at all levels of government.

  (b) Implementation and refinement of the status reporting and evaluation system developed in 1985.

  (c) Continued technical support in the use of existing data to improve emergency program management.

  (d) Delivery of tabletop exercises developed in 1985 and technical support to States participating in national security exercises.

  (e) Development of policy guidance to State and local governments related to exercising of emergency capabilities in an IEMS context.

Staff work will accomplish the further development of CCA process guidance and publications to include:

(a) CCA policy and procedures manual;

(b) Civil preparedness guide to CCA financial assistance programs;

(c) Training programs;

(d) CCA financial management tools; and

(e) CCA national conference for Federal staff to implement process improvements.

FEMA is not allocating program funds to the COG function in 1986. Staff work will accomplish the development of a State and local planning manual that will serve as an instrument to help State and local governments assess their COG capabilities and identify deficiencies.

f. 1987 Program. FEMA requests a total of $1,801,000 and 16 workyears for this program element, a net increase of $187,000 over 1986. Included in this total are $1,089,000 for Salaries and Expenses and $712,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,694,000 and 16 workyears. The base program includes a net increase of $80,000; an increase of $72,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $7,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $3,000 for increases due to inflation in other objects of expense.

This will be the third year of a three-year phased implementation of the restructured IMA program designed to assign IMA billets in State and FEMA Headquarters and regional operating centers. The original intent was to phase out all category "D" or paid reservists by 1988. However, as the studies of requirements to ensure an effective IMA program were completed, it was apparent that to go to a "points only" program would not allow FEMA to meet necessary missions. Therefore, the IMA program will be continued at the $712,000 funding level in 1987 and the outyears. This assignment change will promote an increased capacity for civil authorities to direct and manage their response to national security emergencies and thereby enhance State COG efforts. FEMA will continue to reimburse DOD for the use of these Category "D" reservists while developing, in coordination with DOD, a broader based level of limited military reserve participation at the local government level. These reservists would be non-reimbursable to DOD and serve in a "points only" capacity. The reservists participating would be primarily involved in preparedness planning activities. The use of "points only" reservists is limited to preparedness activities as their mobilization assignment in a national emergency may require them to report to a military unit or function not associated with military support to civil authorities.

FEMA computer and technical support to State and local governments will maintain the HICA-MYDP data system(s) established and provide materials and systems for State and local access to the available data, which can be used as a data base for program management activities. This support will be used to:

(a) Develop user-friendly software to access data which would facilitate State and local emergency planning and response activities;

(b) Promote exchanges of data applications among State emergency personnel, through a State data users network;

(c) Develop procedures which facilitate the use of exercises and/or actual disaster experience to validate or further refine "pen and pencil" capability assessments contained in the HICA-MYDP data base; and

(d) Develop and pilot test procedures which would allow States to provide CCA and other information required by FEMA via computer (rather than hard copy submissions).

This would reduce paperwork through direct entry of Multi-Year Development Plan data and display information in formats useful to State emergency managers.

FEMA staff will complete the recommended improvements in the CCA process, including design, development, and implementation of internal control mechanisms, training programs, and computer systems that will allow the CCA program staff to more effectively manage the programs. In 1985 and 1986 basic staff work was completed by FEMA CCA coordination staff in conceptual development of new process improvements. The recommended changes and the follow-on conceptional development are the result of recent in-house evaluations of the CCA process and General Accounting Office studies.

Based upon State and local assessment in 1986 of their COG capability, FEMA staff will design, develop, and disseminate guidance for the use of the States and local governments in remedying deficiencies in emergency operations plans.

1987 Increases. The 1987 request includes an net increase of $107,000 from the 1987 base program. The net increase includes a reduction of $38,000 in program activities and an increase of $145,000 in salaries and expenses to reflect actual expenses of on-board personnel.

g. Outyear Implications. Funding in 1988-1991 will support a continuing level of IMA's, computer and technology support, and CCA process activity support to State and local governments.

3. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This section supports the request for Headquarters and Region workyears associated with the State and Local Emergency Management program.

c. 1985 Accomplishments. In 1985, FEMA used $13,045,000 and 245 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements above.

d. Changes from the 1986 Estimates. Reflects a decrease of $1,043,000: a congressional reduction of $494,000 in Salaries and Expenses; and a reduction of $549,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $12,220,000 and 205 workyears to this program element under Salaries and Expenses. This will provide program and management support in the program elements.

f. 1987 Program. FEMA requests $12,100,000 and 185 workyears, a decrease of $120,000 and 20 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $12,899,000 and 199 workyears. The base program includes a net increase of $679,000: an increase of $549,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $82,000 for within-grade step increases; a decrease of $29,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $77,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 6 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 request includes a decrease of $799,000 and 14 workyears from the 1987 base program.

g. Outyear Implications. No outyear implications over the 1987 request to reflect actual cost and utilization of personnel resources.

CIVIL DEFENSE
(Dollars in Thousands)

B. Radiological Defense Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Planning and Development.......	CD-27	8	$2,867	9	$1,274	5	$2,463	5	$2,445	...	-$18
2. Instrumentation................	CD-31	19	7,247	19	5,000	19	6,836	18	6,780	-1	-56
3. Other Radiological Defense.....	CD-38	...	...	...	...	...	...	...	...	...	...
4. Salaries and Expenses..........	CD-39	...	1,373	...	1,223	...	1,135	...	1,140	...	5
Total, Radiological Defense (Budget Authority)...........		27	11,487	28	7,497	24	10,434	23	10,365	-1	-69
Permanent Workyears											
Headquarters......................		15		15		15		13		-2	
Regions...........................		12		13		9		10		1	
Total, Permanent...............		27		28		24		23		-1	
Total Workyears....................		27		28		24		23		-1	
Targeted Workyears.................		...		...		23		...		...	

Changes From Original 1986 Estimates

Reflects a net congressional increase of $3,406,000.
$1,300,000 - Planning and Development
$2,143,000 - Instrumentation
-$37,000 - Salaries and Expenses

Reflects a reduction of $469,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$111,000 - Planning and Development
-$307,000 - Instrumentation
-$51,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

B. Radiological Defense	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,013	$1,014	$927	$935	$8
11.3 Other than full-time permanent	9	...	...	...	...
11.5 Other personnel compensation	6	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	1,028	1,014	927	935	8
Personnel Benefits					
12.1 Civilian personnel	229	106	109	102	-7
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	12	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	27	103	99	103	4
22.0 Transportation of things	68	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	60	...	...	...	...
25.0 Other services	2,147	2,500	2,051	2,600	549
26.0 Supplies and materials	28	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	828	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	7,060	3,774	7,248	6,625	-623
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	11,487	7,497	10,434	10,365	-69

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

B. Radiological Defense	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	...	...	...	...	...
11.3 Other than full-time permanent...........	...	...	...	...	...
11.5 Other personnel compensation.............	...	...	...	...	...
11.8 Special personal services payments.......	...	...	...	...	...
11.9 Total personnel compensation.............	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel.......................	...	...	...	...	...
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.................	...	...	...	...	...
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.................	...	...	...	...	...
24.0 Printing and reproduction................	$60	...	...	...	...
25.0 Other services...........................	2,138	$2,500	$2,051	$2,600	$549
26.0 Supplies and materials...................	28	...	...	...	...
31.0 Equipment................................	...	...	...	...	...
32.0 Lands and structures.....................	828	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	7,060	3,774	7,248	6,625	-623
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	10,114	6,274	9,299	9,225	-74

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

B. Radiological Defense	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,013	$1,014	$927	$935	$8
11.3 Other than full-time permanent	9	...	...	...	...
11.5 Other personnel compensation	6	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	1,028	1,014	927	935	8
Personnel Benefits					
12.1 Civilian personnel	229	106	109	102	-7
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	12	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	27	103	99	103	4
22.0 Transportation of things	68	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	9	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,373	1,223	1,135	1,140	5

B. Radiological Defense

In the event of a nuclear attack on the United States, it is expected that a major portion of the population would survive the initial blast and fire effects. However, a majority of the surviving population could be potential victims of lethal fallout, i.e., radioactive debris sucked up in the mushroom cloud of a nuclear groundburst and scattered downwind for many miles as radioactive fallout. It is therefore essential that the civil defense systems at all levels of government include radiological defense capabilities.

Radiological Defense supports all nuclear attack preparedness capabilities and is focussed on survival of citizens through both self-help initiatives and State and local continuity of government (COG). It has collateral benefits for preparedness for potential large scale peacetime radiological disasters including nuclear power plant accidents and acts of terrorism.

The preparedness features of the program involve planning and organizational guidance; personnel training; financial assistance; standards, criteria and procedures related to radiation exposure; protective and mitigation measures; tests and exercises; public information and technology transfer; and instrumentation development, procurement and maintenance. These features are reflected in the three program elements: Planning and Development; Instrumentation; and Other Radiological Defense.

- Planning and Development provides the planning and organizational guidance; development and issuance of standards; protective and mitigation measures; technical guidance and program support to training; guidance and assistance in tests and exercises; and public information materials and technology transfer. The Agency advocates that all States have qualified program specialists (Radiological Officers) to develop and manage their specific Radiological Protection Program, consistent with national objectives, policy and standards as reflected in Agency guidance and supportive of S/L COG program requirements. Funds are provided to support the development and implementation of a Radiological Protection Program in State and local jurisdictions upon which national interests are dependent.

- Instrumentation provides for the development and testing of new radiological instruments to improve overall design and reliability, increase cost-effectiveness, and expand individual instrument capability. Management of the existing national inventory of over four million instruments to ensure operational readiness, as well as development of cost-effective strategies for procuring 68 million new instruments are covered by this program. The program element also provides operational and technical guidance to aid instrument users at all levels of government in operating and maintaining the instruments, and interpreting and applying data provided by the instruments.

- Other Radiological Defense provides for the development of concepts and approaches called for by newly defined hazards or advancements in technology as they are developed by other elements of government. Areas considered include countermeasures such as decontamination and radioprotective substances. This element is also being used to assess the potential implication to emergency management and COG of chemical and biological agents, since the discipline of health physics required for radiological protection is also applicable to this field. This element is designed to require a minimum of staff attention and generally involves monitoring and reviewing research conducted by others.

1. Planning and Development

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The objective of this program element is to develop, implement, and maintain fully operational radiological protection programs at Federal, State, and local levels of government. In addition to the Federal level, there are 52 States and 3,398 local emergency operational areas that require radiological protection programs. An emergency operating area is either a jurisdiction or grouping of jurisdictions, usually counties or county equivalents, which has responsibility for emergency management activities in a specific geographical area and has within its control, the resources necessary to build a comprehensive response and short term recovery capability applicable to radiological Hazards that could affect the jurisdiction.

The radiological protection program includes the development and exercise of a Radiological Protection Annex to the jurisdiction's Emergency Operating Plan (EOP) and provisions for facilities (shelters, and Emergency Operating Centers (EOC's)), trained personnel (emergency services radiological monitors for radiological response team personnel, radiological officers, and instructors), and instrumentation (survey meters, dosimeters, and chargers).

The primary goal of the planning and development program element is the development of the radiological protection capability to minimize the potential effects from nuclear detonations that are a threat to the citizenry. It is acknowledged that radiological protection capabilities developed by the jurisdictions for nuclear attack preparedness can enhance preparedness to respond to radiological emergencies that might occur in peacetime. Therefore, the resources developed for attack preparedness are integrated into peacetime preparedness capabilities wherever practical.

In addition, this program element provides for the development, publication, and distribution of technical manuals, handbooks, and other guidance that are required for the development, implementation, and maintenance of a radiological protection program. This requires coordination with national, State and local agencies, and professional organizations that are involved in radiological emergency response.

c. 1985 Accomplishments. In 1985, FEMA used a total of $3,360,000 and 8 workyears for this program element, of which $493,000 was under Salaries and Expenses and $2,867,000 was under Emergency Management Planning and Assistance. The 1985 program accomplishments are as follows:

- Revised and published "Radiological Protection Preparedness" (CPG 2-6.1)
- Revised "Radiological Protection Manual" (CPG 2-6.2)
- Initiated revision of the "Guide for the Design and Development of a Local Radiological Protection Program" (CPG 1-30).

- Developed guidance on the control of personnel exposure to ionizing radiation.

- Continued development of a radiological monitor handbook for emergency services personnel.

- Administered through the Radiological Protection Program portion of the Comprehensive Cooperative Agreement (CCA), program grants to each State, the District of Columbia, and Puerto Rico (total of 52) providing 100% funding for the continued development and implementation of radiological protection programs at the State and local levels of government. Through the Radiological Protection Program grants:

  -- Each State reviewed and updated as required the Radiological Protection Annex to the State Emergency Operations Plan (EOP). (Total of 52)

  -- States assisted 409 local jurisdictions to develop a Radiological Protection Annex to the local EOP.

  -- States conducted tests or exercises of 240 previously developed or updated State and local Radiological Annexes to EOP's.

  -- States provided technical assistance to radiological protection training conducted within the State and local jurisdictions.

  -- Each State developed and maintained a current profile of the State and local radiological protection programs in terms of their level of development, operational readiness, and a time-phased plan for improvement of these programs.

  -- Each State developed and/or updated a current roster of all trained radiological personnel (Radiological Officers, Radiological Response Team personnel, Radiological Monitors, and Instructors) at both the State and local jurisdictions that includes the date and types of training of the personnel and their assignments.

- FEMA developed a computerized Radiological Protection Program Data Base to be used by the States to maintain the current profile of State and local radiological protection programs. This will replace the current manual profile currently being maintained by the States. This computerized Radiological Protection Program Data Base will reduce the workload of the States in maintaining the data, provide for more efficient and timely evaluation and analysis of the data, and better analysis of deficiencies and future workloads. Data provided by the States, as a work element of the Radiological Protection Program portion of the CCA grants, will be processed on FEMA's computer and the data and analysis will be provided to the respective State and local jurisdictions.

d. Changes From the 1986 Estimates. Reflects a net increase of $1,085,000: a decrease of $54,000 in Salaries and Expences due to a transfer of funds; a congressional increase of $1,300,000 in Emergency Management Planning and Assistance and a reduction of $37,000 in Salaries and Expenses; and a reduction of $111,000 in Emergency Management Planning and Assistance and a reduction of $13,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program: In 1986, FEMA is allocating a total of $2,751,000 and 5 workyears to this program element, of which $288,000 is under Salaries and Expenses and $2,463,000 is under Emergency Management Planning and Assistance. The 1986 program activities are as follows:

° Complete the revision effort initiated in 1986 by publishing the "Guide for the Design and Development of a Local Radiological Protection Program" (CPG 1-30).

° Complete the revision effort initiated in 1986 by publishing as a FEMA Instruction, guidance on the Control of Personnel Exposure to Ionizing Radiation.

° Complete and publish a Radiological Monitor Handbook for emergency services personnel as part of the Civil Preparedness Guide (CPG) series.

° Administer through the Radiological Protection Program portion of the Comprehensive Cooperative Agreement (CCA), grants to each State, the District of Columbia, and Puerto Rico (total of 52), providing 100% funding for the continued development and implementation of Radiological Protection Programs at the State and local levels of government. This is a continuing program.

Through the Radiological Protection Program grants:

-- States review and update, as required, the Radiological Protection Annex to the State Emergency Operations Plan (EOP).

-- States assist 500 local jurisdictions to develop a Radiological Protection Annex to their local EOP.

-- States assist in the conduct of tests and exercises of 500 previously developed State and local Radiological Protection Annexes to EOP's.

-- States provide technical assistance to radiological protection training conducted within the State or local jurisdiction.

-- States initiate the implementation of the computerized Radiological Protection Program Data Base by providing data on the status of the Radiological Protection Program for the State and its local jurisdiction, review the output for accuracy, and provide updates as changes occur. This data base will replace the profile of State and local Radiological Protection Programs that was required in previous years.

f. 1987 Program. FEMA requests a total of $2,696,000 and 5 workyears for this program element, a decrease of $55,000 from 1986. Included in this total are $251,000 for Salaries and Expenses and $2,445,000 for Emergency Management Planning Assistance.

1987 Base Program. The 1987 request includes a base program of $2,878,000 and 5 workyears. The base program includes a net increase of $127,000: an increase of $124,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. This funding will permit the following:

- Continue to administer through the Radiological Protection Program portion of the Comprehensive Cooperative Agreements with each State (total 52), grants to provide 100% funding for the continued development and implementation of Radiological Protection Programs at State and local levels of government in support of State and local Continuity of Government. Through the Radiological Protection Program grants:

  -- States will continue to review and update, as required, the Radiological Protection Annex to the State EOP.

  -- States will assist 500 local jurisdictions to develop or update their Radiological Protection Annex to the local EOP. Emphasis will be on local juridictions that do not have Radiological Protection Annex to their EOP.

  -- States will assist in the conduct of tests and exercises of 500 previously developed State and local Radiological Protection Annexes to EOP's.

  -- State will continue to maintain the Radiological Protection Program Data Base for the State and its local jurisdictions by providing updated information as changes occur.

  -- State will continue to provide technical assistance to radiological protection training conducted within State and its local jurisdictions.

- FEMA will provide operational guidance and technical assistance to the States and other Federal agencies in developing Radiological Protection Programs to support Continuity of Government at all levels.

- FEMA will provide the Automatic Data Processing (ADP) support for maintaining the Radiological Protection Program Data Base and provide State and local jurisdictions analyses of their capabilities based upon the data provided.

- FEMA will continue to develop radiological protection guidance and revise existing guidance as required in order to assist all levels of government in developing and maintaining an operational radiological protection program.

-- Develop updated procedures for estimating exposure rates following nuclear detonations.

-- Develop radiological protection guidance for use in long term postattack recovery.

1987 Decreases. The 1987 request includes a decrease of $182,000 from the base program. The decrease of $129,000 in Emergency Management Planning and Assistance is expected to reduce the number of Radiological Protection Annexes to Emergency Operations Plans developed and the number of exercises conducted. This reduction may impact the national goal of achieving the development of Radiological Protection Annexes in 90% of the country's local jurisdictions by 1990. The reduction of $53,000 in Salaries and Expenses reflects the actual cost of current personnel resources.

g. Outyear Implications. This program element is a continuing effort and will continue through the outyears at about the 1987 level.

The radiological protection capabilities developed under this program are necessary to support State and local Continuity of Government. There are 52 State and 3,398 local emergency operational areas that require Radiological Protection Programs. In order for this program to be operational, the Radiological Protection Annex to the jurisdiction's EOP must be developed, evaluated through test and exercises, and updated accordingly. There will be a continuing requirement to review, exercise, evaluate, and replace the Radiological Protection Annexes on a 3-year cycle in order to maintain currency.

Operational and technical guidance must be continuously reviewed and updated as required to reflect the current policies, latest operations, concepts, and technology.

2. Instrumentation

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This program element is designed to meet national security and Federal, State, and local Continuity of Government requirements for radiological instruments. This includes instrument for emergency workers, emergency management and services users, and individual citizens dictated by requirements of attack preparedness. The program also enhances preparedness for accidents which could result in large scale releases of radioactive materials, e.g., a nuclear explosion, a nuclear power plant incident. The program objectives are dictated primarily by the operational requirements of nuclear attack scenarios and adjust to accommodate the requirement of lesser potential scenarios.

FEMA funds and workyears, plus a few small reimbursables from other agencies (DOD) are used to address the following program goals.

- To support development and testing of new radiological instruments to improve overall instrument design and reliability, increase instrument cost-effectiveness long-range, and expand individual instrument capabilities.

- To manage the existing national inventory of over 4,300,000 radiological instruments to ensure their operational readiness for use, as needed, at the Federal, State, and local levels.

- To develop cost effective and realistic strategies for procuring 68,000,000 new radiological instruments for support of Emergency Operations and post-attack recovery at the Federal, State, and local levels.

- To provide operational and technical guidance to aid users at the Federal, State, and local levels in operating, maintaining, and interpreting and applying information provided by radiological instruments.

To help the nation prepare for, respond to, and recover from nuclear attack, FEMA predecessor agencies under the Civil Defense Act began supplying State and local governments with radiological instruments in the 1960's. A decentralized distribution and storage system has placed those instruments at strategic locations throughout the country. In 1984/1985 emergency management radiological instrument requirements were reassessed and defined in detail for each type of instrument, in relation to user and emergency management capability requirements. Despite a current inventory of over 4.3 million instruments, a severe shortage still exists. This aging inventory meets only a fraction of national security radiological instrument requirements estimated at approximately 68 million instruments. It is proposed that dosimeters and chargers be procured using a strategy calculated to enhance the capability of the private sector to mobilize to produce the large numbers of instruments that would be required in the event of a national emergency caused by the threat of a nuclear attack on the Continental United States. A preliminary strategy is as follows:

-- In 1987 and outyears, finalize the development of simple, reliable inexpensive dosimeters and ratemeters.

-- Starting in the outyears, procure dosimeters and ratemeters in very limited numbers from about three private sector sources.

-- Develop a production schedule designed to level off production the third year at a production rate calculated to meet 2.1 million dosimeter requirement for the emergency services element of State and local Continuity of Government.

-- Use Rolla, North Dakota, contractor development research facility and the FEMA Radiological Instrumentation Test Facility (RITF) to monitor quality of production and product improvement.

-- Investigate a funding formula which would permit contractors to use capital equipment and tooling for commercial production.

-- Investigate the possible use of critical materials to be furnished by the government from existing stockpile.

c. 1985 Accomplishments. In 1985, FEMA used a total of $8,127,000 and 19 workyears for this program element, of which $880,000 was under Salaries and Expenses and $7,247,000 was under Emergency Management Planning and Assistance. Funding provided for the following:

- Operation of RITF which oversees a complex network of technical and scientific support provided by Oak Ridge National Laboratory (ORNL), the National Bureau of Standards (NBS) Radiation Laboratory, and the General Services Administration (GSA) for the development of new instruments, testing and quality control of procurements of instruments and components, technical surveillance of the existing instrument inventory and support of other agencies including the military services, NASA, and Federal COG objectives.

- RITF technical support for the existing inventory of 4,300,000 instruments used to equip FEMA Response Teams, Federal Regional Centers, Headquarters emergency relocation sites, Federal COG, as well as elements of State and local governments.

- Engineering for the design and pilot production of the carbon fiber dosimeter at the William Langer Jewel Bearing Plant in Rolla, North Dakota, including transfer of the technology to interested companies in the private sector. A technical data package for mass production of low range dosimeter was completed and pilot production of high range dosimeters was started.

- Continued investigations of multiple approaches to perfecting a low cost ratemeter that gives instantaneous readings of exposure rate, i.e., without the requirement for an auxilliary "timer". Constructed 30 prototypes of ratemeters having remote sensing capabilities for field test by another agency for use in COG applications.

- Reimbursable support to elements of DOD, the Army, and Navy, in the engineering development, testing, repair and production of radiological instruments.

- In cooperation with the U.S. Army/Electronic Research and Development Command Laboratory (ERADCOM) and NBS, the further development of radiochromic waveguide dosimeters.

- Providing radiological instrumentation support to the NASA Space Shuttle program.

- Completion of a program started in 1982 for refurbishment of 67 radiological instrument calibrators distributed nationwide and used by States for instrument maintenance and calibration.

- Procurement of batteries and repair parts used by the State shops in maintaining the national instrument inventory.

- Logistical support by GSA and ORNL:
  - -- GSA provides the central control point for support of all FEMA radiological equipment distributed nationwide.
  - -- ORNL serves as the center for inventory control, storage, and disposal for all of FEMA's radioactive materials.
- Funding at 100% level of 147 State workyears to operate 50 State facilities for the inspection, maintenance and calibration of over 4.3 million radiological instruments used for emergency operations and post-attack recovery on a 4-year exchange cycle, reconfiguration of shelter sets to meet instrument requirements of emergency services, and conduct 2,100 semiannual tests of FEMA radioactive material training source sets.

d. Changes from the 1986 Estimates. Reflects a net increase of $1,852,000: an increase of $54,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $2,143,000 in Emergency Management Planning and Assistance; and a reduction of $307,000 in Emergency Management Planning and Assistance and a reduction of $38,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $7,683,000 and 19 workyears to this program element, of which $847,000 is under Salaries and Expenses and $6,836,000 is under Emergency Management Planning and Assistance. This will provide for the following:

- Continue operation of the RITF as the focal point for establishing the technical requirement and standards for new instrument design, development, pilot production, testing, production support, maintenance procedures, utilizing the complementary capabilities of outside resources.
- Relocate the RITF from the Washington Navy Yard to the FEMA Special Facility.
- Continue to preserve the existing inventory of 4,300,000 radiological instruments.
- Continue pilot production of high and intermediate ranges of carbon fiber dosimeters at the William Langer Jewel Bearing Plant, Rolla, North Dakota, in order to prepare a technical data package necessary for procurement starting in 1987. This is accomplished with the assistance of ORNL and the RITF.
- Demonstrate feasibility of selected new approaches for low cost, real-time ratemeters for attack preparedness and COG applications.
- Continue development of radiochromic wave guide dosimeters for emergency application, in cooperation with the U.S. Army/ERADCOM and NBS.

- Continue to explore new technology applicable to radiological emergency instrumentation with emphasis on the wide dynamic range requirements for use in all types of radiological emergencies.

- Prepare the technical data package for procurement of a low cost batteryless charging unit for carbon fiber dosimeters.

- Continue to support DOD and NASA in the research and development, testing, repair and production of radiological instruments. Provide pilot produced carbon fiber dosimeters to the military services and NASA for testing and evaluation relative to the specific requirements of these agencies.

- Initiate development of technical and operational guidance on the use and application of instruments procured from private sector.

- Furnish, calibrate, and refurbish instrument sets for COG.

- Procure replacement batteries and selected repair parts for the existing inventory of instruments deployed in support of State and local level radiological emergency response capabilities.

- Administer logistical support for the national inventory of radiological instruments:

    -- Through GSA, provide logistical support to 50 State RI/M&C facilities in the maintenance of instruments by distribution of required parts and supplies.

    -- Through ORNL, provide the support necessary for maintenance of FEMA-owned radioactive materials.

- Provide 100% funding of 147 State level workyears to operate 50 State shops for the inspection, maintenance and calibration of over 4.3 million radiological instruments. The State shop will service 1/4 of the presently deployed instrument inventory annually, reconfigure instrument sets, and conduct 2,100 semi-annual tests of FEMA radioactive material training source sets.

f. 1987 Program. FEMA requests a total of $7,669,000 and 18 workyears for this program element, a net decrease of $14,000 and 1 workyear from 1986. Included in this total are $889,000 for Salaries and Expenses and $6,780,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $8,032,000 and 18 workyears. The base program includes a net increase of $349,000; an increase of $345,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Dificit Control Act of 1985 (P.L. 99-177); an increase of $7,000 for within-grade step increases; and a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

This request is a continuation of the 1986 program and does not include program funding needed to implement the first year of limited production of dosimeters and chargers to meet the operational requirements of the emergency services element of S/L COG. Program implementation will continue to be structured around the following strategy:

- Move to perfect the new instrument design and production specifications, so that a procurement package could be deployed for actual procurement from the private sector.

- Make the procurement package available to the private sector, when ready, to serve existing DOD procurement, or high priority Federal needs. In the absence of a large scale Federal procurement in the outyears, rely on free enterprise to stimulate new procurement. While this will never approach the magnitude of meeting the total national requirements, nor implement FEMA's obligations under Section 201(h) of the Federal Civil Defense Act, it is designed to stimulate enough demand by user groups to broaden the production capability base to facilitate future FEMA procurements.

- Extend the development process over the next four years, at the same level of funding, to cover development design, testing, and pilot production of dosimeters and ratemeters.

Specific end products are as follows:

- Administer the pilot production activities at Rolla utilizing support resources from ORNL, GSA, with RITF oversight.

- Continue pilot production of intermediate and high range carbon fiber dosimeters and dosimeter ratemeter at the Rolla Facility to support reliable procurement data packages, and serve as a center of quality control for the production processes, and a focal point of support to the private sector in the future.

- Continue support for the existing inventory of radiological equipment distributed at Federal, State, and local level, including specialized support for Federal COG programs.

- Continue support of DOD elements in the development, testing, repair and production of the types of radiological instruments for which FEMA possesses eminent expertise. The includes development of the radiochromic dye dosimeter in cooperation with the Army and NBS and continued research and development on a low cost, realtime ratemeter.

- Provide assistance and support to meet NASA space dosimetry requirements.

- Establish technology transfer between government agencies and the private sector for all advances in the state-of-the-art resulting from the FEMA Radiological Instrumentation Program.

- Administer logistical support for the national inventory of radiological instruments:

  -- Through GSA, provide logistical support to 50 State RI/M&C facilities in the maintenance of instruments by procurement and distribution of required repair parts supplies and batteries to maintain the reliability of the existing inventory of instruments.

  -- Through ORNL, provide the support necessary for maintenance of FEMA-owned radioactive materials.

- Under FEMA/State Comprehensive Cooperative Agreements (CCA's) continue to provide 100% funding for 125 State workyears of effort, to operate Regional and State shops for the inspection, maintenance and calibration of over 4.3 million radiological instruments. The shops will service that equipment which is used for emergency operations and SL/COG as well as postattack recovery. The expected results are as follows:

  -- Reconfiguring 30,000 presently deployed shelter radiological instrument sets for self protection use by first-at-the-scene emergency response personnel.

  -- Servicing one quarter of the 4,300,000 radiological instruments deployed nationwide.

  -- Supporting radiological protection training within the States to include the following:

    •• Providing operational instrument sets for courses.

    •• Providing radioactive material training source sets for courses.

    •• Managing the NRC or Agreement State license to possess and use radioactive material sources for training.

    •• Maintaining exposure control of instructors and students to comply with the applicable NRC or State State radioactive material license.

- Development of a plan to initiate in the outyears the procurement of intermediate range dosimeters for use by the emergency services in support of S/L COG. The emergency services are the backbone of S/L COG. This requirement includes dosimeters in the range of 5R to 20R full scale. These are the same ranges specified for use by emergency workers in the event of a nuclear power plant accident. They would also be the ranges most useful in the event of a large scale nuclear incident other than nuclear attack. A large scale nuclear incident could result from terrorist activity, reentry of a COSMOS satellite, accidental launch, or overseas nuclear exchange. The requirement study completed in 1985 concluded that 2.8 million dosimeters of this range are required by the emergency services in support of S/L COG, and 600,000 chargers are required for these dosimeters.

- Development of technical and operational guidance on the use and application of instruments.

1987 Increases/Decreases. The 1987 request includes a decrease of $363,000 from the base program. The reduction will essentially permit the same level of funding as in the 1986 current estimate while awaiting a report on the redirection of the Civil Defense program.

g. Outyear Implications. Program goals will be as follows:

- Maintain the existing inventory as long as doing so remains cost effective.
- Provide for the implementation of a low level technical and procurement program directed at achieving a capability to mass produce simple, reliable, low cost radiological instruments for full scale nuclear attack preparedness. This capability is to be perfected and maintained so that large scale production by the private sector can be achieved within a few months during a period of increased international tension. The key element in this plan is to have limited production by about three private sector sources directed at meeting requirements for peacetime radiological incident preparedness as described above and will provide for only 2.8 million of the 68 million instrument requirement. The program will be accomplished by using the RITF and ORNL for instrumentation design and improvements. The Rolla facility would continue to be used to prove-out and fine-tune instrument designs to obtain low cost and quality assurance in mass production.
- Comprehensive effort will be continued to link the FEMA instrument development program more closely to those of the Army, Navy and other users concerned with the national security. The objective of this effort is to have the Military Services and others more closely tied to the RITF and the Rolla facility. These resources are unique to FEMA. Army, Navy and Air Force visitors to the Rolla facility agree that these resources would benefit their radiological equipment acquisition programs in terms of both cost and quality.

3. Other Radiological Defense

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This element provides for development of a radiological countermeasures program at State and local levels and also provides means for fallout forecasting. Fallout forecasting data are required by Federal, State, and local emergency management organizations to help predict which areas have high probabilities of being affected by fallout from ground burst nuclear weapon detonations and the approximately fallout arrival times. These data are needed in order to fulfill FEMA's responsibility for military and national damage assessment.

c. 1985 Accomplishments. In 1985, FEMA used no funds and no workyears for this program element. The National Weather Service provided fallout forecast data to FEMA at no cost in 1985.

d. Changes from the 1986 Estimate. None.

e. 1986 Program. In 1986, FEMA is allocating no funds and no workyears to this program element. The National Weather service continues to provide fallout forecast data to FEMA.

f. 1987 Program. FEMA requests no funds and no workyears to this program element. The National Weather Service will continue to provide fallout forecast data to FEMA.

g. Outyear Implications. No outyear implications over the 1987 request.

4. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field, associated with the Radiological Defense program elements.

c. 1985 Accomplishments. In 1985, FEMA used $1,373,000 and 27 workyears for this program under Salaries and Expenses. Staff accomplishments are given in the narrative justification for the Radiological Defense program elements.

d. Changes from the 1986 Estimate. Reflects a decrease of $88,000: a congressional reduction of $37,000 in Salaries and Expenses and a reduction of $51,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,135,000 and 24 workyears to this program element under Salaries and Expenses. This will provide program support for the Radiological Defense program elements.

f. 1987 Program. FEMA requests $1,140,000 and 23 workyears under Salaries and Expenses for this program element, a net increase of $5,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $1,193,000 and 23 workyears. The base program includes a net increase of $58,000; an increase of $51,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $11,000 for within-grade step increases; and a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

The activities under the program will change. Regional personnel will continue to manage the funds and monitor the activities of the States which continue to participate in the radiological protection planning and instrumentation programs. For those States which do not participate, FEMA must establish protocols to reactivate radiological protection response capabilities, should conditions change. The FEMA radiological workload will be adjusted in 1986 in order to effectively manage an orderly transition in program characteristics.

1987 Decreases. The 1987 request includes a decrease of $53,000 to reflect actual costs of on-board personnel.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

C. Population Protection Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Population Protection Planning....................	CD-46	51	$8,482	36	$4,200	40	$8,039	53	$7,975	13	-$64
2. Facility Survey, Engineering and Development............	CD-48	16	4,158	63	1,948	29	3,445	40	3,418	11	-27
3. Shelter Preparation...........	CD-53	2	...	2	...	2	...	...		...	
4. Salaries and Expenses.........	CD-54	...	2,949	...	4,369	...	3,307	...	4,440	...	1,133
Total, Population Protection (Budget Authority)..........		69	15,589	101	10,517	71	14,791	78	15,833	7	1,042
Permanent Workyears											
Headquarters.....................		17		26		14		16		2	
Regions..........................		52		75		57		77		20	
Total, Permanent..............		69		101		71		93		22	
Total Workyears......................		69		101		71		93		22	
Targeted Workyears...................		...		...		78		...		...	

Changes From Original 1986 Estimates

Reflects a decrease from a transfer of funds between programs.
-$450,000 - Salaries and Expenses

Reflects a net congressional increase of $5,389,000.
$4,200,000 - Population Protection Planning
$1,652,000 - Facility Survey, Engineering and Development
-$463,000 - Salaries and Expenses

Reflects a reduction of $665,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$361,000 - Population Protection Planning
-$155,000 - Facility Survey, Engineering and Development
-$149,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

C. Population Protection	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,333	$2,816	$2,524	$3,405	$881
11.3 Other than full-time permanent	60	...	...	...	...
11.5 Other personnel compensation	16	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	2,409	2,816	2,524	3,405	881
Personnel Benefits					
12.1 Civilian personnel	274	316	296	382	86
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	37	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	159	1,237	487	653	166
22.0 Transportation of things	3	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	51	148	...	...	...
25.0 Other services	1,428	100	237	1,196	959
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	11,228	5,900	11,247	10,197	-1,050
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	15,589	10,517	14,791	15,833	1,042

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

C. Population Protection	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$34	$148	...	...	...
25.0 Other services	1,378	100	$237	$1,196	$959
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	11,228	5,900	11,247	10,197	-1,050
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	12,640	6,148	11,484	11,393	-91

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

C. Population Protection	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,333	$2,816	$2,524	$3,405	$881
11.3 Other than full-time permanent	60	...	...	...	...
11.5 Other personnel compensation	16	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	2,409	2,816	2,524	3,405	881
Personnel Benefits					
12.1 Civilian personnel	274	316	296	382	86
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	37	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	159	1,237	487	653	166
22.0 Transportation of things	3	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	17	...	...	...	...
25.0 Other services	50	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,949	4,369	3,307	4,440	1,133

C. Population Protection

The Population Protection Program supports the development of capabilities which increase the safety of the population from the effects of natural disasters, technological hazards, and nuclear attack. Prior to 1984, the program was called Nuclear Civil Protection, and the program elements included nuclear attack activities only. Amendments to the Civil Defense Act (Section 207) allowed activities for natural disasters and technological hazards. The Integrated Emergency Management System (IEMS) concept was introduced in 1984 to respond to the amendment in Section 207. Within this program, IEMS provides for the development of a multihazard Emergency Operations Plan (EOP) in each State and local jurisdiction and identification of shelters for multihazard purposes.

IEMS is an implementing strategy and process through which a State or local jurisdiction identifies its hazards, assesses its capability to meet the hazards, and plans to correct its deficiencies so that a full capability to prepare for and respond to emergencies of all types can be obtained.

(1) Population Protection Planning is the program element which provides State and local governments with a means to unify into a single multihazard EOP a variety of hazard-specific planning requirements responsive to nuclear, natural disaster, and technological hazards that were previously handled independently. This comprehensive planning approach allows State and local governments to be responsive to their unique hazard-specific concerns, while at the same time building a capability to satisfy a national goal for nuclear attack preparedness. This program element serves as the core of emergency operations planning at the State level of government and provides the resources necessary for the development, exercising, and maintenance of EOP's for 52 State and 3,398 local Emergency Operating Areas* that require them.

(2) Facility Survey, Engineering and Development is the program element which provides for the identification and marking of buildings and development of shelters for lodging, feeding, and protecting people against the effects of natural and technological hazards as well as nuclear attack.

(3) Shelter Preparation is the program element which provides for life support and emergency services such as police, fire, and emergency medical services, to ensure that through planning, evaluation, and other activities, these services will be upgraded to a capability level sufficient to respond to all kinds of hazards.

(4) Salaries and Expenses which provides for the program and management support of activities associated with Population Protection at Headquarters and in the ten FEMA Regional offices.

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*Emergency Operating Area. A jurisdiction or grouping of jurisdictions -- usually counties or county equivalent -- which have responsibility for emergency management activities in a specific geographical area and have within their control the resources necessary to build a comprehensive response and short-term recovery capability applicable to all hazards which could affect the community.

1. Population Protection Planning

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The objective of this program is to assist State governments, through a 100 percent federally funded grant program, to develop, evaluate, and maintain 52 State and 3,398 local multihazard EOP's by 1990. These EOP's serve as the foundation for each jurisdiction's disaster response capability. Each plan details how people and property will be protected and how the jurisdiction will respond to and cope with each of the hazards that threaten it. EOP's include sections on evacuation, shelter, warning, communications, direction and control, emergency public information, and other critical functions.

Prior to 1984, this program element was called Crisis Relocation Planning and it included the development of State and local plans for nuclear attack only. When the Crisis Relocation Planning program was concluded in favor of PPP, 1,480, or 47%, of a designated goal of 3,135 plans were completed. These plans will be converted to multihazard plans using the IEMS approach.

c. 1985 Accomplishments. In 1985, FEMA used a total of $10,747,000 and 51 workyears for this program element, of which $2,265,000 was under Salaries and Expenses and $8,482,000 was under Emergency Management Planning and Assistance. State planners completed the following:

- Production of 300 multihazard EOP's;
- Conduct of 300 exercises;
- Development of approximately 20 State Repatriation Plans, which provide for the reception at ports of entry, temporary care, and onward movement to final destination of U.S. citizens evacuated from overseas areas;
- Development of "How to" guides for EOP development and review;
- Development and issuance of guidance on State and local continuity of government activities, business and industry, evacuation of large city populations, and the redistribution of food in catastrophic disasters; and
- Holding of a series of Emergency Medical Services conferences to determine the training requirements for managing the health and medical aspects of mass casualty incidents, with a view toward enhancing operational capability of State and local governments in the first few hours of disasters (such as those which occurred in Mexico City, Mexico, and Bhopal, India).

d. Changes from the 1986 Estimates. Reflects a net increase of $3,955,000: an increase of of $182,000 in Salaries and Expenses due to a transfer of funds; a congressional increase of $4,200,000 in Emergency Management Planning and Assistance; and a reduction of $361,000 in Emergency Management Planning and Assistance and $66,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $9,504,000 and 40 workyears to this program element, of which $1,465,000 is under Salaries and Expenses and $8,039,000 is under Emergency Management Planning and Assistance. In 1986, FEMA's plans include the following:

- Development of 500 State and local EOP's;
- Conduct of 400 State and local exercises;
- Development of 20 State Repatriation Plans; and
- Beginning of a multiyear effort to develop emergency management planning documents and formal training courses for State and local government officials who are responsible for activities associated with continuity of government (COG). Specific tasks include: development of a State/Local COG Manual and conduct of a State/Local COG training course.

f. 1987 Program. FEMA requests a total of $10,506,000 and 53 workyears for this program element, an increase of $1,002,000 and 13 workyears from 1986. Included in this total are $2,531,000 for Salaries and Expenses and $7,975,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $10,943,000 and 40 workyears. The base program includes a net increase of $437,000: an increase of $427,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $15,000 for within-grade step increases; a decrease of $5,000 for a reduction in the number of employees in grades GS/GM 11-15.

Program efforts will concentrate on large, heavily populated jurisdictions and the priority for EOP development will focus on jurisdictions with a population base of 50,000 or more.

Specifically, funding will permit the following:

- Development of 500 State and local EOP's;
- Conduct of 400 State and local exercises; and

- Development of emergency management planning guidance documents for State and local government responsibilities associated with Continuity of Government, and food distribution; development of training courses for State and local planners; development of new attack hazard planning guidance documents; and new documents for host or reception area care of people.

1987 Increases. The 1987 request includes a net increase of $565,000 and 13 workyears from the base program. The increase of $990,000 and 13 workyears reflects the actual utilization of personnel resources. The reduction of $425,000 in Emergency Management Planning and Assistance will essentially permit the same level of funding as in the 1986 current estimate level while awaiting a report on the redirection of the Civil Defense program.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Facility Survey, Engineering and Development

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

b. Objective/Element Description. The objective of this program element is to perform multihazard shelter surveys to identify buildings which can provide shelter and emergency lodging for people from both nuclear attack and natural and manmade hazards. The multihazard surveys include vulnerability analyses of buildings to earthquakes, high winds, and flooding, in addition to the program requirement to address fallout protection in each facility surveyed. Through 1985, approximately 90% of the buildings in reception areas had been evaluated and identified, primarily for nuclear attack evacuation planning. The nuclear attack emphasis features inherent fallout protection, crisis upgrading for fallout protection, and maximum austere emergency lodging.

This program element supports State and local continuity of government (COG) capabilities by developing and providing engineering advice, guidance, and technical assistance related to facilities which are essential to State and local COG capability building. This program element provides for shelter development and related engineering guidance. Techniques and capabilities in multihazard shelter design are developed by sponsoring technical courses for college/university faculty, practicing architects/engineers, and by the development and dissemination of technical publications. This program element is designed to do the following:

- Perform multihazard surveys by analyzing and identifying the physical and architectural characteristics of existing buildings that contribute to the protection of the population against nuclear attack and other natural hazards. This survey supports the data base necessary for the population protection plans.

- Survey and identify the physical capacity and adaptability of facilities to provide public emergency lodging from such hazards.

- Define expedient architectural and engineering methods to upgrade and enhance the protection and capacity of existing facilities and to develop new facilities during a national crisis period.

- Manage the National Facility Survey (NFS) inventories essential to population protection planning.

- Provide for the review of proposed design and construction projects submitted by Federal agencies to evaluate the requirements and feasibility for inclusion of shelter protection features and to provide consultation as required by Executive Order 11490.

- Provide technical assistance and develop procedures to guide and assist local governments and the private sector in achieving protection of essential services and facilities required to support population protection and State and local COG capabilities including emergency operation, response, recovery, and reconstruction.

- Develop techniques and capabilities in shelter design and development by sponsoring technical courses for college/university faculty and practicing architects/engineers engaged in the design of buildings.

- Promote the implementation and practice of engineering and architectural initiatives to incorporate protective features and capacities in the creation or modification of new facilities through the development and dissemination of technical information and publications.

- Provide the resources to collect, evaluate, organize, and process facility survey data for use by emergency management planners in providing population protection against potential multihazards.

- Provide Shelter Survey Technician (SST) Courses by correspondence to qualify college students for employment in the shelter survey program through the State's Comprehensive Cooperative Agreement (CCA) Facility Survey (FS) program.

The facility surveys are to be accomplished through CCA's with States on a 100% funding basis. The States, in turn may contract with universities or private sector firms, as appropriate, to accomplish their individual survey needs. These surveys will build upon the existing data in the national facility inventory and will be "tracked" by jurisdictional areas and buildings surveyed within these areas to support the development of population protection plans. Funding to States will be based upon the estimated number and type of facility surveys to be performed in 1986.

c. 1985 Accomplishments. In 1985, FEMA used a total of $4,777,000 and 16 workyears for this program element, of which $619,000 was under Salaries and Expenses and $4,158,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- Provided funding for CCA's with 45 States, one private sector architectural/engineering firm contract, and permanent FEMA Regional engineers and technicians performing facility surveys, along with some college student effort through the FEMA student-hire program. Due to Agency spending constraints in Salaries and Expenses, the summer-hire student program for conducting facility survey was terminated early in the calendar year. It is estimated that multihazard shelter surveys will be accomplished in approximately 125 jurisdictions with 94,300 buildings surveyed.

- Provided multihazard survey instructions, skills, and technology to college students to qualify them for survey employment at the State level. A total of 160 college students enrolled in the Shelter Survey Technician course; 84 successfully completed the program.
- Continued development of technical information, procedures, and testing for upgrading of shelters during a crisis period. Tests were conducted on typical building wall sections subjected to soil and low-blast overpressure forces to determine type of shoring required for fallout protection upgrading to validate current strategies for shelter upgrading.
- Provided technical information to produce shelters to the architectural/engineering community and to the general public through the dissemination of technical publications.
- Provided shelter design courses for the architectural/engineering community and for college/university faculty. Three Fallout Shelter Analysis courses and one Protective Construction course were sponsored. Additionally, one Multiprotection Design Summer Institute featuring courses in Fallout Shelter Analysis, Earthquake Protection Designs, Wind Engineering, Building Firesafety, and Flood Protective Designs was sponsored for college/university faculty. A total of 122 faculty members participated from 84 different schools nationwide.
- Reviewed Federal agency building construction-design and budgets in accordance with Executive Order 11490.

d. Changes from the 1986 Estimates. Reflects a net increase of $326,000: a decrease of $632,000 in Salaries and Expenses due to a transfer of funds; a congressional increase of $1,652,000 in Emergency Management Planning and Assistance and a reduction of $459,000 in Salaries and Expenses; and a reduction of $155,000 in Emergency Management Planning and Assistance and $80,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $5,224,000 and 29 workyears for this program element, of which $1,779,000 is under Salaries and Expenses and $3,445,000 is under Emergency Management Planning and Assistance. Plans for 1986 include the following:

- Identify shelters and maintenance of a shelter inventory of existing buildings which provide shelter for the United States population from fallout; to identify temporary lodging for evacuees from multihazards and to identify the vulnerability of essential buildings to natural hazards (e.g., earthquakes, high winds) in approximately 100 jurisdictions.

- Provide funding to the 40 participating States for Facility Survey via CCA's with FEMA funding at the 1985 level and contracting with the private sector where cost effective.

- Continue development of expedient engineering methodology to upgrade and enhance the protection and capacity of existing buildings and develop new facilities during a crisis period and define alternate methods to overcome the shelter deficit in reception areas.

- Develop capabilities in shelter design by sponsoring Fallout Shelter Analysis courses and updating previously qualified fallout shelter analysts.

- Conduct a review of all Federal agency building design and construction budgets as required by Executive Order 11490 and OMB Circular A-11 to insure that shelter design considerations have been incorporated into new construction projects.

- Provide the technical assistance and guidance required for shelter decontamination considerations.

- Provide the resources to collect, evaluate, organize, and process the facility survey data for use by emergency management planners in providing population protection against potential multihazards. In 1986, this will be accomplished partially by private sector contract.

- Provide facility survey skills and technology to qualify college students for employment in the State shelter survey programs.

f. 1987 Program. FEMA requests a total $5,327,000 and 40 workyears for this program element, an increase of 11 workyears and $103,000 over 1986. Included in this total are $1,909,000 for Salaries and Expenses and $3,418,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $5,485,000 and 36 workyears. The base program includes a net increase of $261,000; an increase of $235,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $14,000 for within-grade step increases; a decrease of $5,000 for a reduction in the number of employees in grades GS/GM 11-15; an increase of $17,000 for increases due to inflation in other objects of expenses. In addition, the base program includes an increase of 7 workyears to achieve the targeted workyears in the 1986 current estimate.

Resources will be used for the following:

- Provide funds for participating States via CCA's for conducting multihazard facility surveys. It is estimated approximately 100 jurisdictions will be surveyed for multihazards and 60,000 buildings within those jurisdictions.

- Provide survey instructions, skills, and technology to college students to qualify them for survey employment at State levels through the Shelter Survey Technician (SST) courses by correspondence.

- Provide transfer of engineering technology to college and university faculty for incorporation of multihazard shelter design techniques into their curricula by sponsoring a multiprotection design summer institute.

- Continue development of technical information and procedures for upgrading of shelters in the host areas and near-in risk areas.

- Continue research in the area of shelter design, construction and development.

- Continue development of guidance material relating to shelter options for population protection.

- Continue providing technical information for shelter design to the architectural/engineering community and the general public by sponsoring courses and through the development and dissemination of technical information.

- Provide guidance to the States on shelter development techniques in the host and near-in risk areas to overcome the shelter deficits by various options developed and/or under study.

- Review Federal agency building construction designs and budgets in accordance with Executive Order 11490 to insure incorporation of shelter in Federal buildings where feasible.

1987 Decreases. The 1987 program includes a net decrease of $158,000 and an increase of 4 workyears from the base program. The increase of $24,000 in Salaries and Expenses reflects the actual utilization of personnel resources. The reduction of $182,000 in Emergency Management Planning and Assistance will essentially permit the same level of funding as in the 1986 current estimate while awaiting a report on the redirection of the Civil Defense program.

g. Outyear Implications. In the outyears, FEMA will continue to emphasize multihazard protection design and to assure identification of features to protect the public. The program will include protection from low-level blast effects in the risk and near-in risk areas. In shelter development, FEMA will continue to pursue ways and means to have shelters included in all new building construction, including renovations, beyond the requirements of Executive Order 11490 as a long-term meaningful way to address the continuing shelter deficit problems facing the United States. Also, greater attention will be given to self-help upgrading of family residences to provide shelter protection.

The evaluation of the alternatives for overcoming the shelter deficits in host areas will be the guide for the type and amount of technical assistance required by State and local governments.

In addition, tests and studies will continue on the effects of blast overpressures in the risk and near-in risk areas, including analysis and studies of blast closures and ventilation considerations.

3. Shelter Preparation

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. Under this program element, FEMA will identify, plan, and evaluate the use, upgrading and augmentation of community emergency services; assist local government in upgrading survivability of the systems by which the services are provided; and augment those services, where necessary, with technical support to ensure adequacy and survivability to support State and local governments during and after emergencies. FEMA will provide technical assistance and guidance through States to local communities to assist them in enhancing their capabilities for response to all emergencies, regardless of their type or origin.

This program element will specifically address vital emergencies services at the local level of government; such as, police, fire, public works, public utilities, sanitation, emergency medical services, and city/county engineering. These services are in-place and fully supported by local revenues. The role of the Federal Government is one of facilitating the integration of these in-place local resources.

c. 1985 Accomplishments. In 1985, FEMA used $65,000 and 2 workyears for this program element under Salaries and Expenses. Staff resources were used to develop criteria for assisting State and local governments in using their emergency services to enhance their capabilities to respond to all emergencies.

d. Changes from the 1986 Estimates. Reflects a decrease of $7,000: a congressional reduction of $4,000 in Salaries and Expenses; and a reduction of $3,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $63,000 and 2 workyears to this program element under Salaries and Expenses. Resources will be used to: (1) identify unique requirements of specific emergency services; and (2) develop preparedness options that can be used in combination to address the needs of evacuees and shelters for emergency food, water, medical supplies, and sanitation requirements.

f. 1987 Program. FEMA request no funding and no workyears for this program element, a net decrease of $63,000 and 2 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $66,000 and 2 workyears. The base program includes an increase of $3,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

1987 Increase/Decreases. The 1987 includes a decrease of $66,000 and 2 workyears from the base program. Functions and resources of this program element are to be transferred to State and Local Direction, Control and Warning beginning in 1987.

g. Outyears Implications. No outyear implications over the 1987 request.

4. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. This section supports the request for funds and workyears at Headquarters and in the Regions, associated with the Population Protection program.

c. 1985 Accomplishments. In 1985, FEMA used $2,949,000 and 69 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Population Protection program.

d. Changes from the 1986 Estimates. Reflects a decrease of $1,062,000: a decrease of $450,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $463,000 in Salaries and Expenses; and a reduction of $149,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $3,307,000 and 71 workyears to this program element under Salaries and Expenses. Staff will be utilized as reflected in the narrative descriptions of each of the program elements.

f. 1987 Program. FEMA requests $4,440,000 and 93 workyears under Salaries and Expenses for this program element, an increase of $1,133,000 and 22 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $3,492,000 and 78 workyears. The base program includes a net increase of $185,000: an increase of $149,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $29,000 for within-grade step increases; a decrease of $10,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $17,000 for increase due to inflation in other objects of expense. In addition, the base program includes an increase of 7 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 request includes an increase of $948,000 and 15 workyears from the 1987 base program. This increase reflects the current utilization of personnel resources.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

D. Protection of Industrial Capability Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Industrial Capability Protection Planning..........	CD-54	...	$267	...	...	...	...	..	...	...	...
2. Keyworker Protection...........	CD-60	...	1,267	...	...	...	...	...	...	...	...
3. Other Protection of Industrial Capability........	CD-61	...	...	...	...	...	...	...	...	...	...
4. Salaries and Expenses..........	CD-61	...	...	...	...	...	...	...	...	...	...
Total, Protection of Industrial Capability (Budget Authority)		...	1,534	...	...	...	...	...	...	...	...
Permanent Workyears											
Headquarters......................		...		..		...		...		...	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		...		...		...		...		...	
Total Workyears.....................		...		...		...		...		...	
Targeted Workyears..................		...		...		...		...		...	

Changes from Original 1985 Estimates

None.

CIVIL DEFENSE
(Dollars in Thousands)

D. Protection of Industrial Capability	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	$1,534	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,534	...	...	...	...

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

D. Protection of Industrial Capability	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	$1,534	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,534	...	...	...	...

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

D. Protection of Industrial Capability	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	...	...	...	...	...

D. Protection of Industrial Capability

This program develops means for reducing the vulnerability of industries to the effects of a wide spectrum of natural, technological, and national security emergencies including those involving nuclear weapons. The program involves research, analysis, development and testing. Strategies are developed for national deployment and implementation of the Industrial Emergency Preparedness Program. Because lives and property must be protected and a viable and productive industrial capability must be maintained during emergencies, the program focuses on the following:

- Developing strategies for protection of industries and their equipment and processes from a full spectrum of threats;
- Providing for emergency protection of workers;
- Providing training and guidance to industries on emergency protection;
- Developing strategies for involving industries in emergency protection planning;
- Identifying and locating industries needed to satisfy defense and population support needs; and
- Exploring means by which Protection of Industrial Capability (PIC) strategies may be employed in the mitigation of other hazards and threats.

The PIC program design builds upon the common preparedness functions for the full spectrum of emergencies, consistent with the thrust of the Integrated Emergency Management System (IEMS) concept.

1. Industrial Capability Protection Planning

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C App. 2251 *et seq*.

b. Objective/Element Description. This program element develops field tests. assesses and evaluates industrial protection strategies to minimize the vulnerability to and disruptive effects of natural and technological disasters and the threat of conventional and nuclear war on the nation's industrial production capability.

c. 1985 Accomplishments. In 1985, FEMA used $267,000 and no workyears for this program element under Emergency Management Planning and Assistance. This funding supported the following:

- Analysis of the vulnerability of industrial resource systems to nuclear attack and other threats.
- Determination of industrial protection priorities for post-attack recovery.

- Completion of an industrial protection guide for industry use.

- Field verification of planning estimates of the quantity and locations of critical population support and defense industries.

- Technical analyses of effects of nuclear weapons upon industrial facilities, equipment, and systems.

d. Changes from the 1986 Estimates. None.

e. 1986 Program. FEMA is allocating no funds and no workyears to this program element.

f. 1987 Program. FEMA requests no funds and no workyears for this program element.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Keyworker Protection

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. Under this program element, FEMA develops, field tests, assesses, and evaluates emergency protection of keyworkers who are vulnerable to the effects of natural and technological disasters and to the effects of conventional and nuclear war; develops methodologies for identifying and locating keyworkers; and develops strategies for eventual national deployment of the keyworker shelter portion of the PIC program.

c. 1985 Accomplishments. In 1985, FEMA used $1,267,000 and no workyears for this program element under Emergency Management Planning and Assistance. This funding supported the following:

- Testing of a full-scale 100-person shelter in the Defense Nuclear Agency's high explosive event at White Sands Missile Range, New Mexico.

- Feasibility studies on modular/prefab approach to keyworker blast shelters.

d. Changes from the 1986 Estimates. None.

e. 1986 Program. In 1986, FEMA is allocating no funds and no workyears to this program element.

f. 1987 Program. FEMA requests no funds and no workyears for this program element.

g. Outyears Implications. No outyear implications over the 1987 request.

3. Other Protection of Industrial Capability

a. Authority. Federal Civil Defense Act of 1950 as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This program element serves to integrate the plans and strategies of industrial protection research and assists in the development of the total program for deployment to the private sector. The broad implications of threats of all kinds to industry must be conveyed to the manufacturers, and guidance, training, and information must be made available to them in order to maintain their productive capability in time of emergency. The specific activities supported in this area include the following: development of planning guidance to mitigate the effects of any threat or disaster to industry; provision for technical and economic input from business and industry on the PIC program; development and testing of model plans for industrial protection; identification and resolution of industrial and worker protection problems and issues in emergency planning; and development and testing of training system prototypes.

c. 1985 Accomplishments. In 1985, FEMA expended no funds and no workyears were assigned.

d. Changes from the 1986 Estimates. None.

e. 1986 Program. FEMA is allocating no funds and no workyears for this program element.

f. 1987 Program. FEMA requests no funds and no workyears for this program element.

g. Outyear Implications. No outyear implications over the 1987 request.

4. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This section supports the request for positions and workyears at Headquarters associated with the PIC program.

c. 1985 Accomplishments. In 1985, FEMA used no funds or workyears for this program element under Salaries and Expenses.

d. Changes from the 1986 Estimates. None.

e. 1986 Program. FEMA is allocating no funds for this program element.

f. 1987 Program. FEMA requests no funds and no workyears under this program element.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

E. State and Local Direction, Control and Warning

Estimates by Program Element	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Emergency Operating Centers....	CD-67	14	$9,128	21	...	13	...	13	$70	...	$70
2. State & Local Warning and Communications Systems.......	CD-69	11	577	11	...	10	...	10	70	...	70
3. Emergency Broadcast System Guidance & Assistance........	CD-72	10	395	8	...	10	...	10	30	...	30
4. Other State & Local Direction, Control and Warning..........	CD-73	5	1,916	12	$681	5	$539	6	365	1	-174
5. Salaries and Expenses..........	CD-78	...	1,738	...	2,098	...	1,954	...	1,970	...	16
Total, State & Local Direction, Control & Warning (Budget Authority)...		40	13,754	52	2,779	38	2,493	39	2,505	1	12
Permanent Workyears											
Headquarters......................		11		17		10		11		1	
Regions...........................		29		35		28		28		...	
Total, Permanent...............		40		52		38		39		1	
Total Workyears.....................		40		52		38		39		1	
Targeted Workyears..................		...		...		40		...		...	

Changes From Original 1985 Estimates

Reflects a congressional reduction of $174,000.
-$118,000 - Other State and Local Direction, Control and Warning
-$56,000 - Salaries and Expenses

Reflects a reduction of $112,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$24,000 - State and Local Warning and Communications Systems
-$88,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

E. State and Local Direction, Control and Warning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,455	$1,614	$1,554	$1,487	-$67
11.3 Other than full-time permanent	31	...	...	...	...
11.5 Other personnel compensation	11	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	1,497	1,614	1,554	1,487	-67
Personnel Benefits					
12.1 Civilian personnel	172	166	182	165	-17
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	7	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	62	318	218	318	100
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	8	55	...	...	...
25.0 Other services	1,014	626	539	535	-4
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	10,994	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	13,754	2,779	2,493	2,505	12

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

E. State and Local Direction Control and Warning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$8	$55	...	...	...
25.0 Other services	1,014	626	$539	$535	-$4
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	10,994	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	12,016	681	539	535	-4

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

E. State and Local Direction, Control and Warning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,455	$1,614	$1,554	$1,487	-$67
11.3 Other than full-time permanent	31	...	...	...	...
11.5 Other personnel compensation	11	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	1,497	1,614	1,554	1,487	-67
Personnel Benefits					
12.1 Civilian personnel	172	166	182	165	-17
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	7	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	62	318	218	318	100
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,738	2,098	1,954	1,970	16

E. State and Local Direction, Control and Warning

The State and Local Direction, Control and Warning (SLDCW) program is designed to assist State and local governments develop, design and obtain facilities and systems essential to a coordinated and effective response to a major emergency. It is concerned with Emergency Operating Centers (EOC) and mobile communications capability, communications equipment and systems networking, the capability to receive and disseminate warning, and the capability to broadcast emergency information to the public, protection from electromagnetic pulse (EMP), and maintenance and services. The program scope was expanded in 1986 to address Emergency Support Services in order to provide operational guidance and assistance to assure and enhance coordinated response to major emergencies by emergency services, such as police, fire, public works, search and rescue, health and medical, and support volunteer organizations.

The program provides planning, procedures, criteria, standards, and technical and operational guidance and financial assistance needed to achieve connectivity between localities and the State and to maximize compatability with the National Emergency Management System (NEMS).

The program provides SLDCW capability building through matching fund grants in the acquisition of facility features, equipment, and maintenance and service charges and 100 percent funding of EMP protection devices, broadcast stations protection, and FEMA studies and technical assistance particularly related to State and local continuity of government.

The program is essential to FEMA's priority objective to ensure continuity of government at the State and local level, and it provides technical support and financial assistance for facilities, systems and services that are critical to the ability of State and local governments to respond to and recover from all major emergencies particularly those that impact upon national security. Criteria and standards are designed to achieve national readiness objectives, assist in enhancing State and local emergency operational capability and ensure capability for coordinated response and recovery operations by the emergency management and emergency services organizations, and assure systems capability and interconnections with Federal telecommunications systems.

Federal program initiatives will focus on the following:

- Federal guidance on SLDCW systems planning and operational procedures, on facility and system criteria and on standards essential to national objectives related to State and Local Continuity of Government and compatability with NEMS.
- Technical assistance and guidance in protective engineering, communications system design and planning, and EMP protection.
- Guidance and assistance to enhance State and local capability building in cooperation with organizations and groups that contribute to community level emergency response such as fire, police, rescue, emergency medical, amateur radio services, private sector radio services and public utilities.

The outyear initiatives will focus on the overall enhancement of operational capabilities of State and local offices of emergency management to direct and control all types of emergencies and disasters. This will be accomplished by the establishment of fully operational emergency operating centers (EOC's) on a graded basis. That is, EOC's classified as primary or critical will have extensive resources; EOC's classified below primary or critical will have graded resources based on their classification level. The EOC's are viewed as the core of the Direction and Control program.

Supplemental to EOC's in support of the overall direction and control environment will be protected Emergency Broadcast System (EBS) stations and other multi-media alerting, warning, and information systems with associated operational plans, as part of master direction and control plans for State and local governments.

Linking of emergency warning and telecommunications nodes, such as EOC's and EBS stations will be accomplished by non-land line radio communications such as VHF-UHF for short haul, HF for long haul, and micro-wave for multi-user backbone systems.

Equipment and systems susceptible to damage or destruction by the EMP will be protected accordingly and, where appropriate, protection from radiation will be provided.

1. Emergency Operating Centers

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objectives/Element Description. To encourage and assist State and local governments in developing and maintaining the facilities, systems, and operational capabilities to direct and control response forces, in the event of an emergency, and to facilitate State and local continuity of government; to develop and encourage development of a graded EOC concept, comprised of approximately 600 fully operational (meets FEMA standards for stand-alone capability) EOC's and 2,500 EOC's with varying degrees of operational capability; and to assist in the development of emergency communications capabilities that link an EOC with other EOC's, with EBS, with emergency support services, and with other community key systems and installations.

c. 1985 Accomplishments. In 1985, FEMA used a total of $9,737,000 and 14 workyears for this program element, of which $609,000 was under Salaries and Expenses and $9,128,000 was under Emergency Management Planning and Assistance. This funding supported the following:

- Planning and design of 53 EOC projects.

- Construction, modification and equipping of 97 EOC projects.

- Extension of contract to further refine national, State and local EOC requirements as a basis for a national EOC graded concept.

- Development of computer model for statistically evaluating the EOC program.

d. Changes from the 1986 Estimates. Reflects a decrease of $245,000: a decrease of $158,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $56,000 in Salaries and Expenses; and a reduction of $31,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $676,000 and 13 workyears to this program element under Salaries and Expenses. This will permit the following:

- Evaluation of EOC program using computer model.

- Development of SLDCW computer program demonstration and training package.

- Evaluation of the EOC requirement studies, and coordinate and display the EOC graded concept for 1987 implementation.

- Providing technical assistance to State and local governments in EOC development, particularly with regard to the monitoring and completion of EOC's funded with prior year funds and with regard to new starts, upgrades and repair of EOC's funded by State and local jurisdictions.

f. 1987 Program. FEMA requests a total of $753,000 and 13 workyears for this program element, an increase of $77,000 over 1986. Included in this total are $683,000 for Salaries and Expenses and $70,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $715,000 and 13 workyears. The base program includes a net increase of $39,000; an increase of $31,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $6,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $4,000 for increases due to inflation in other objects of expense. FEMA will continue to provide technical assistance to EOC development involving prior year funds.

1987 Increases. The 1987 request includes a net increase of $38,000 from the 1987 base program. The Salaries and Expenses decrease of $32,000 reflects the actual cost of on-board personnel. The increase of $70,000 in Emergency Management Planning and Assistance will be used as follows:

- Determine numbers and placement of EOC's and implement financial support to achieve EOC capabilities based on the graded concept and identified deficiencies.

- Complete the development of the computer model for statistically evaluating EOC program.

- Review EOC program and program guidance to reflect EOC network determined by numbers and placement study and the graded EOC concept.
- Update and publish EOC technical guidance.
- Expand EMP protection for EOC's.
- Ensure the integration of the EOC network with State and local continuity of government objectives.
- Implement an EOC inspection and quality control process.

g. Outyear Implications. No outyear implications over the 1987 request.

2. State and Local Warning and Communications Systems

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description.

- The establishment and enhancement of operational capabilities for emergency warning and communications to support State and local continuity of government (COG) during periods of and subsequent to all types and levels of emergencies and disasters in peacetime or during a national security emergency period.
- The accomplishment of the J-10 Initiative "Emergency Mobilization, National Security Emergency Preparedness Telecommunications." This initiative addresses the issue of Federal telecommunications interface capabilities with State and local telecommunications resources in time of national security emergency and required corrective actions. This initiative was tasked to FEMA by the National Communications System under Executive Order 12472.
- The establishment of dedicated, reliable and survivable Statewide, backbone emergency communications for use by State and local officials in emergency management.
- The enhancement of emergency communications networks to link emergency operating centers within a State, to link with contiguous States for mutual aid, and to facilitate communication between EOC's and mobile field units.
- The enhancement of communications networking for State and local officials that will afford them the ability to both send and receive alerts and warnings between and among various levels of government.

- The establishment of reliable and survivable public alerting and warning systems for the purpose of notifying the public of the advent of an emergency.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,055,000 and 11 workyears for this program element, of which $478,000 was under Salaries and Expenses and $577,000 was under Emergency Management Planning and Assistance. This funding supported the following:

- The J-10 Initiative which included the following: (1) development of PERT charts; (2) development of Scope of Work identifying products and organizations to be involved in their development; and (3) development of Statement of Work for outside assistance contract.
- The establishment of five operational State Emergency Communications Using Radio Effectively (SECURE) Statewide emergency communication networks. These networks provide inter- and intra-state survivable, reliable, and dedicated emergency communications.
- The establishment and expansion of Radio Amateur Civil Emergency Services (RACES) networks in two States.
- A backbone microwave system upgrade in one State.
- Microwave linkage of EOC's to existing VHF/UHF system in one State.
- Funding of local emergency warning systems, in six States, that are radio activated for survivability and low cost operation (non-dependent on land lines).
- Development of a system which will provide a computer modeling capability to States for designing microwave backbone systems and other line-of-sight (LOS) communications systems. This capability will allow States to plan and engineer the most effective LOS system for each of their needs.
- Completion of a VHF system in one State.

d. Changes from the 1986 Estimates. Reflects a net increase of $57,000: an increase of $81,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $24,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $541,000 and 10 workyears to this program element under Salaries and Expenses. This amount is entirely for Salaries and Expenses. This will support the following:

- In 1986, the J-10 initiative includes (1) a survey of selected State and local telecommunications resources; and (2) a survey of Federal agencies' needs for interfacing with State and local telecommunications resources to meet National Security Emergency Preparedness telecommunications requirements.

- Pilot testing of microwave computer model in three selected States.

- Technical assistance to State and local governments in EBS program development particularly in the implementation of State and Operational area plans.

f. 1987 Program. FEMA requests a total of $610,000 and 10 workyears for this program element, a net increase of $69,000 over 1986. Included in this total are $540,000 for Salaries and Expenses and $70,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $572,000 and 10 workyears. The base program includes a net increase of $31,000; an increase of $24,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $4,000 for increases due to inflation in other objects of expense. Under the base program, technical guidance and assistance to State and local emergency management agencies in the areas of emergency warning and communications capabilities assessment, systems configuring and operational planning.

1987 Increases. The 1987 request includes a net increase of $38,000 from the base program. The increase of $32,000 in Salaries and Expenses reflects the cost of on-board personnel. The increase of $70,000 in Emergency Management Planning and Assistance will be used as follows:

- The J-10 Initiative, which includes: (1) completion of national data base of State and local telecommunications resources; (2) assessment of Federal use of State and local telecommunications resources; and (3) mobilization plan for Federal use of State and local telecommunications resources.

- Telecommunications information exchange with the Association of Public-Safety Communications Officers (APCO).

- Provision of the computerized microwave system model to States and associated technical support.

- Application of the Memorandum of Understanding (MOU) between the American Radio Relay League and FEMA to the expansion of the RACES program and the increase in the number of ARRL members to RACES certified members.

- Technical support in the areas of warning and communications to the EOC, EBS, and EMP programs.

g. Outyear Implications.

- The J-10 Initiative has a target completion date of June 30, 1989, when a report and recommendation will be transmitted through the National Communications System to the Executive Office of the President. This report and recommendation will contain a multiyear plan for correcting interface deficiencies between the Federal telecommunications systems and State and local telecommunications resources.

- The lessons learned through the use of the microwave system design computer model's use in 1986 and 1987 will be applied to bring about more cost effective design of Statewide backbone microwave systems.

- The enhancement of State and local continuity of government (SLCOG) plans will include an analysis of the telecommunications resources needed by government officials in maintaining the continuity of government, and their need for mutual aid during and following emergencies and disasters. Results of the J-10 Initiative and similar studies will be used to meet SLCOG needs.

3. Emergency Broadcast System Guidance and Assistance

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, *et seq*.

b. Objective/Element Description. This program element provides an essential means for the dissemination of warning and emergency information nationwide to State and local authorities essential to and for the benefit of the general public in the event of an enemy attack or peacetime disaster. The program assures continued operational capability of selected broadcast stations during emergencies to provide the President and national, State and local officials vital communication with the public for official emergency information. By providing this capability, EBS contributes to the continuity of State and local governments and is critical to preserving property and saving lives of individuals.

c. 1985 Accomplishments. In 1985, FEMA used a total of $829,000 and 10 workyears for this program element, of which $434,000 was under Salaries and Expenses, and $395,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows:

- EBS statewide interconnects in California and Florida
- Repair/Replace Generator - 7
- Repair/Replace Shelter - 2
- Repair/Replace Programming Equipment - 1
- Replace Remote Pickup Units - 2
- EMP protected stations - 20

d. Changes from the 1986 Estimates. Reflects a net increase of $213,000: an increase of $235,000 in Salaries and Expenses due to a transfer of funds and a reduction of $22,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $491,000 and 10 workyears to this program element under Salaries and Expenses. This will support the following:

- Conduct a FEMA program management review of the EBS to aid headquarters and the regional offices in managing the program and monitoring the management effectiveness of the program at the State and local levels.

- Develop guidance on the selection of additional EBS stations for inclusion in the Broadcast Station Protection Program.

- Develop guidance on EBS planning and testing.

- Continue efforts to complete State and local operational area EBS plans.

- Encourage testing and exercising of systems.

- Providing technical assistance to State and local governments in EBS program development particularly in the implementation of State and Operational area plans.

f. 1987 Program. FEMA requests a total of $519,000 and 10 workyears for this program element, a net increase of $28,000 over 1986. Included in this total are $489,000 for Salaries and Expenses and $30,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $521,000 and 10 workyears. The base program includes a net increase of $30,000; an increase of $22,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 for within-grade step increases; a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $4,000 for increases due to inflation in other objects of expense. These funds will provide technical assistance to State and local governments.

1987 Decreases. The 1987 request includes a net decrease of $2,000 from the base program. The decrease of $32,000 in Salaries and Expenses reflects the cost of on-board personnel. The increase in Emergency Management Planning and Assistance will be used as follows:

- Continue completion of State and operational area EBS plans.

- Evaluate completed State and operational area plans.

g. Outyear Implications. No outyear implications over the 1987 request.

4. Other State and Local Direction, Control, and Warning.

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, *et seq*.

b. Objective/Element Description. Other State and Local Direction, Control, and Warning is made up of three subelements: (1) Electromagnetic Pulse (EMP) Protection; (2) Maintenance and Services (M&S); and (3) Emergency Support Services.

(1) Electromagnetic Pulse (EMP) Protection. The objective of this subelement is to provide EMP protection for approximately 2,800 radio stations in the Emergency Broadcast System (EBS), 3,356 State and local Emergency Operating Centers (EOC's) and 54 State communications systems. This program element provides protection against the direct effect of nuclear weapons, lightning strikes, and commercial power transients. This protection has proven valuable in terms of property loss reduction.

In order to meet the objectives of EMP protecting the numerous EOC's, EBS Radio Stations, and statewide communications systems, FEMA has undertaken a comprehensive effort that involves seven factors:

1. Training and certification for EMP analyst reviewers and inspectors;

2. Procurement of devices;

3. Logistical support for the EMP installations;

4. Studies and tests to develop new and improved devices and protection techniques;

5. Quality assurance on equipment procurements and by inspections of protected facilities;

6. Providing technical guidance; and

7. Maintenance to replace degraded or defective EMP protection devices.

(2) Maintenance and Services (M&S): This subelement is designed to keep the existing systems operational. The objective of the program is to be a support resource for the EOC program, and the Warning and Communications System program. It provides technical and financial assistance to State and local governments that focus on keeping the existing systems operational. This program provides Federal funds to be matched at least 50% with State and local funds for cost incurred.

(3) Emergency Support Services. The Emergency Support Services provides operational guidance and assistance for jurisdictional emergency services, such as police, fire, public works, medical, public utilities and sanitation, and city/county engineering to enhance a coordinated response to support the population during and after emergency situations. It also addresses actions to ensure survivability of emergency services resources essential to State and local continuity of government.

This program element provides technical assistance and guidance, as well as discretionary funds to assist jurisdictions in assessing their capabilities and areas requiring enhancement and in developing plans for the enhancement of emergency support services at the State and local levels.

Through this program element, FEMA performs a coordinating and facilitating role to improve the capabilities of these various services to respond in a coordinated and integrated effort to assure that their respective organizational resources are sustained to ensure continuity of government.

c. 1985 Accomplishments. In 1985, FEMA used a total of $2,133,000 and 5 workyears for this program element, of which $217,000 was under Salaries and Expenses and $1,916,000 was under Emergency Management Planning and Assistance. Of the program funds, $666,000 was allocated to EMP and $1,250,000 to M&S. Program accomplishments are as follows:

(1) Electromagnetic Pulse Protection (EMP):

- EMP training was held for 85 trainees in five classes.
- Instituted a Quality Control Review procedure.
- Issued FEMA Instruction 9300.1, "Electromagnetic Pulse Protective Support for State and Local Government" to FEMA Regions.
- Issued FEMA Instruction 9300.2, "EMP Requisition Guide, EMP Retrofit Devices and Support Items" to the FEMA Regions.
- Provided EMP protection for 26 EOC's and 12 EBS stations.

(2) Maintenance and Services (M&S):

- Distributed $1,250,000 among 56 States and territories. Of the funds distributed, 70% was passed through to localities and 30% was used at the State level.
- Funds were used as follows: Preventive Maintenance - 25%; Repair - 5%; Phone Line Charges - 38%; Commercial Power Changes - 4%; Lease/Rental - 9%; Replacement - 19%.
- Received and analyzed the results of the survey of emergency equipment. Of the categories surveyed (transportation, communications, detection and engineering), the largest category was communications equipment. It also was the category with the oldest equipment. (11.8 years average.)
- Developed the final version of the Preventive Maintenance Management System guide.

- Completed the management review of the M&S program. Distributed results to the FEMA Regional Directors with instructions to implement management and administrative improvements.

(3) Emergency Support Services. This program subelement was unfunded and not staffed in 1985.

d. Changes from the 1986 estimate. Reflects a decrease of $311,000: a decrease of $158,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $118,000 in Salaries and Expenses; and a reduction of $24,000 in Emergency Management Planning and Assistance and a reduction of $11,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Cct of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $785,000 and 5 workyears to this program element. This amount includes $246,000 under Salaries and Expenses and $539,000 under Emergency Management Planning and Assistance. This funds will support the following:

(1) Electromagnetic Pulse Protection (EMP):

- Protect 10 EBS broadcast stations, 10 EOC's and one prototype statewide emergency communications system.

- Issue EMP Comprehensive Technical guidance to the FEMA Regions that:

  -- Covers EMP protection for both EOC's, and EBS broadcast stations.
  -- Replaces several manuals now used concerning EMP protection.
  -- Provides installation instructions for EMP protection devices and materials and serves as an instruction text.

- Provide EMP training for 115 student.

- Test for quality assurance of EMP protection devices purchased from vendors to insure the integrity of FEMA EMP protection.

- Inspect 5 EOC's and 5 EBS stations.

(2) Maintenance and Services (M&S):

- Assess the existing emergency equipment inventory to analyze maintenance needs including preventive maintenance.

- Report on existing maintenance procedures, and highlight particularly effective practices.

- Issue a series of 19 individual booklets presenting preventive maintenance procedures for particular pieces of equipment.

- Issue the Preventive Maintenance Management System (PMMS) manual for the administrative control of maintenance activities for emergency equipment.

- Provide an orientation manual and slide presentation for States to use in working with local directors who wish to develop an ongoing maintenance program.

(3) Emergency Support Services:

- Identify requirements that are unique to specific State and local emergency services (police, fire, medical, rescue, public works).

- Initiate a program to identify requirements and establish criteria for providing assistance to local governments and work with national organizations that serve and support each of the emergency support services.

- Develop criteria and guidance for Emergency Support Services use to enhance local response and recovery and continuity of government.

f. 1987 Program. FEMA requests a total of $623,000 and 6 workyears for this program element, a net decrease of $162,000 from 1986. Included in this total are $258,000 for Salaries and Expenses and $365,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $821,000 and 6 workyears. The base program includes a net increase of $36,000; an increase of $35,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate. Objectives of this program element are as follows:

(1) Electromagnetic Pulse Protection (EMP):

- Protection for 10 EBS Broadcast stations and 10 EOC's.

- Provide EMP training for 120 students.

- Inspect 10 EOC's and 10 EBS stations.

(2) Maintenance and Services (M&S). Provide guidance and assistance to State and local government for use in maintaining, repairing and replacing Direction, Control, and Warning equipment.

(3) Emergency Support Services:

- Provide financial incentives to jurisdictions to upgrade emergency support services.
- Field test criteria developed in 1986 through a multi-service consortium.

1987 Decreases. The 1987 request includes a decrease of $195,000 from the base program. Of this amount, $170,000 has been redistributed to other elements in this program to more accurately reflect the program needs.

g. Outyear Implications. No outyear implications over the 1987 request.

5. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, *et seq*.

b. Objective/Element Description. This section supports the requested workyears at Headquarters and in the field, associated with the State and Local Direction, Control and Warning program elements.

c. 1985 Accomplishments. In 1985, FEMA used $1,738,000 and 40 workyears for this program element under Salaries and Expenses. Staff accomplishments are given in the narrative justification for the other program elements.

d. Changes from the 1986 Estimates. Reflects a decrease of $144,000: a congressional reduction of $56,000 in Salaries and Expenses and a reduction of $88,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,954,000 and 38 workyears to this program element under Salaries and Expenses. This will provide program support for the State and Local Direction, Control and Warning program elements.

f. 1987 Program. FEMA requests $1,970,000 and 39 workyears under Salaries and Expenses for this program element, a increase of $16,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $2,066,000 and 39 workyears. The base program includes a net increase of $112,000; an increase of $88,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $18,000 for within-grade step increases; a decrease of $6,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $12,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 request includes a decrease of $96,000 from the base program. This reflects the actual cost of on-board personnel.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

F. Research

Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Research	CD-85	4	$2,653	...	...	...	...	...	...	...	...
2. Systems Integration and Applications	CD-87	1	122	...	$120	...	...	...	...	...	...
3. Systems Development	CD-88	...	1,047	...	...	...	...	...	...	...	...
4. Policy and Planning	CD-90	12	253	12	367	10	$96	9	$100	-1	$4
5. Salaries and Expenses	CD-92	...	944	...	565	...	556	...	485		-71
Total, Research (Budget) Authority)		17	5,019	12	1,052	10	652	9	585	-1	-67
Permanent Workyears											
Headquarters		17		12		10		9		-1	
Regions		...		...		...		...		...	
Total, Permanent		17		12		10		9		-1	
Total Workyears		17		12		10		9		-1	
Targeted Workyears		...		...		9		...		...	

Changes From Original 1985 Estimates

Reflects a decrease from a transfer of funds between programs.
-$16,000 - Salaries and Expenses

Reflects a congressional reduction of $387,000.
-$120,000 - Systems Integration and Applications
-$267,000 - Policy and Planning

Reflects a reduction of $29,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$4,000 - Policy and Planning
-$25,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

F. Research	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$794	$463	$440	$426	-$14
11.3 Other than full-time permanent	1	20	...	...	...
11.5 Other personnel compensation	13	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	808	483	440	426	-14
Personnel Benefits					
12.1 Civilian personnel	81	51	57	53	-4
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	37	...	53	...	-53
Non-Personnel Costs					
21.0 Travel and transportation of persons	18	31	6	6	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	3	38	...	...	...
25.0 Other services	3,961	449	96	100	4
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	111	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	5,019	1,052	652	585	-67

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

F. Research	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$3	$38	...	...	...
25.0 Other services	3,961	449	$96	$100	$4
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	111	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	4,075	487	96	100	4

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

F. Research	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$794	$463	$440	$426	-$14
11.3 Other than full-time permanent	1	20	...	...	...
11.5 Other personnel compensation	13	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	808	483	440	426	-14
Personnel Benefits					
12.1 Civilian personnel	81	51	57	53	-4
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	37	...	53	...	-53
Non-Personnel Costs					
21.0 Travel and transportation of persons	18	31	6	6	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	944	565	556	485	-71

F. Research

Civil defense (CD) research provides the scientific, technical and analytic foundation for strategies, policies and and programs designed to protect the population, property, industrial base, and institutions of American society from the threat of attack. Without detracting from attack-related CD preparedness activities, CD research also encompasses the effects of natural, technological, and other hazards from which knowledge applicable to attack-related problems can be gained, and to which CD capabilities can be applied within an integrated emergency management system. Research activities develop and evaluate concepts, approaches, and techniques to meet such threats, and test specific protective measures.

Civil defense research activities are justified in terms reflecting both the mutual benefits of multiple hazard application in an integrated program, and the use limitation of the Civil Defense Act, as amended: that funds must be used for purposes that are "consistent with, contribute to, and do not detract from attack-related civil defense preparedness."

FEMA's research program emphasizes the synthesis and integration of completed emergency management research for near term support to development of basic capabilities and a common infrastructure and management system for dealing with all emergencies. FEMA's programs are authorized by several Public Laws enacted to respond to different threats to lives, property, and the basic institutions of society. Each threat has unique characteristics and poses more or less unique hazards. However, there are broad commonalities that characterize both the effects of various hazards and the capabilities required to counter their destructive effects. Therefore, FEMA's research program is designed to obtain maximum application to multiple hazards. These actions are being taken within the limitation of legislation authorizing the use of appropriated funds for research, development, evaluation, and mitigation programs for the following: civil defense, earthquake preparedness, flood plain management, dam safety, nuclear power plant safety, hazardous materials, fire prevention and control, and disaster relief. Because nuclear attack poses by far the most far reaching and devastating threat, CD poses the most extensive research requirements. CD capabilities also have the broadest applicability to other emergencies. At the same time, CD preparedness can build on measures applied to other hazards, such as catastrophic earthquakes. Beyond these areas of common applicability, however, certain aspects of the nuclear threat pose unique problems.

The research program includes the following four elements:

(1) Research includes systematic data collection and analysis conducted in order to understand better the nature and characteristics of hazards and their effects, development of the technical information needed to design countermeasures, and the development and testing of countermeasures. This element includes only applied research; FEMA does no basic research.

(2) Systems Integration and Applications is a set of activities designed to provide for efficient access to data and information resulting from research, and to support the utilization and application of such data and information to emergency management program uses.

(3) Systems Development is a class of research applications designed to apply science and technology to the improvement of specific programs or specific elements of programs, or to implement, in a planned demonstration or prototype development process, new systems capable of performing the functions of a program or set of programs.

(4) Policy and Planning conducts studies and analyses to develop and evaluate alternative program and policy concepts, strategies, delivery systems, and designs.

1. Research

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. The research element includes systematic data collection and analysis conducted in order to understand better the nature and characteristics of hazards and their effects, development of the technical information needed to design countermeasures, and the development and testing of countermeasures. This element includes only applied research; FEMA does no basic research.

Research specific to the nuclear attack threat must anticipate changes in the strategic threat, analyze CD requirements in relation to active defense measures (ballistic missiles and high technology measures in outer space), and develop the scientific and technical foundation for alternative CD strategies for the future as technology and strategic doctrine continue to change. In these areas, FEMA's research program must draw heavily on primary research of other agencies, primarily the Departments of Defense and Energy.

The specific objectives of the research element are as follows:

- To provide the technical base needed for the development and improvement of FEMA programs to protect population and property, concurrently with protection against potentially disruptive effects of the wide spectrum of other natural and technological emergencies;
- To provide technical support to FEMA activities relating to the protection of key facilities (including emergency operating centers and industrial and other special facilities) from the effects of disasters;
- To develop scientific and technical information in support of FEMA's responsibilities and activities relating to nuclear incidents of all types, including radiation exposure criteria for populations at risk, and appropriate mitigation measures;
- To develop concepts and strategies to reduce the impact of major disasters;

- To define problems relating to recovery following nuclear attack, a catastrophic earthquake, or other major disasters; and

- To continue the systematic technical analysis needed to integrate attack-related program strategies, elements, and techniques into the basic emergency management system and FEMA's training and education capabilities, in order to enable FEMA to respond more effectively to training requirements at the Federal, State, and local levels.

c. 1985 Accomplishments. In 1985, FEMA used a total of $2,869,000 and 4 workyears for this program element, of which $216,000 was under Salaries and Expenses and $2,653,000 was under Emergency Management Planning and Assistance. During 1985, the following were accomplished under this element:

- With the U.S. Public Health Service, National Institutes of Mental Health, conducted a national workshop on role conflict and stress management among emergency workers, and produced guidance materials for incorporation into guidance manuals for stress management among emergency first responders.

- Completed a report on changes that have occurred over the past decade in the role and functions of local emergency management agencies.

- Expanded utilization of a crisis behavior research results retrieval system in support of policy and program development activities concerning alert and warning, response, evacuation, and public need for disaster information.

- Initiated development of a system to ascertain major changes in highway traffic patterns in response to threatening hazards.

- Completed draft guidance materials concerning emergency shelter and lodging; special emergency services for the ill, elderly, handicapped, and other persons with special needs; coordination with emergency planners in industry; volunteer shelter; and emergency public information.

- Completed description and evaluation of alternative long-term, multiple-hazard shelter programs, shelter incentive alternatives, and systems for training architects and engineers in shelter design.

- Initiated preparation of a manual for use in converting trucks and generators to biomass gasification as an expedient source of emergency energy.

- Initiated a review of current knowledge of effective CD countermeasures to assess their effectiveness should nuclear weapons explosions result in climatic and atmospheric effects.

- Initiated an analysis of actions that, if taken in advance, would improve postattack capabilities.

- Continued development of criteria for the use of fallout-contaminated foodstuffs.

- Initiated development of information and systems to enhance emergency health and medical preparedness, including improved utilization of emergency medical resource information, identification of improved response information for hazardous chemical incidents, expedient production of antibiotics, and a compilation of emergency health and sanitation measures that would be required to prevent rapid spread of disease among survivors in the event of a nuclear attack.

d. Changes from the 1986 Estimates. Reflects a net increase of $122,000; an increase of $128,000 in Salaries and Expenses due to a transfer funds; and a reduction of $6,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $122,000 and no workyears to this program element under Salaries and Expenses. Funding will be used to compensate employees whose services are no longer needed.

f. 1987 Program. FEMA requests no funds and no workyears for this element in 1987.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Systems Integration and Applications

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. Under this element, FEMA accomplishes the following:

- Determines the scientific and technical needs of the emergency management community;

- Provides a system for furnishing new knowledge to help make integrated emergency management viable;

- Serves as a mechanism for coordinating the dissemination and use of the most current emergency management knowledge developed by other sources;

- Develops a reference and dissemination system for state-of-the-art research and advanced practices in prevention, mitigation, response, and recovery;

- Compiles and analyzes multi-hazard data;

- Supports the FEMA inter- and intra-agency coordination of emergency management related research; and

- Develops and maintains a talent bank of resources with expertise in emergency management.

c. 1985 Accomplishments. In 1985, FEMA used a total of $185,000 and 1 workyear for this program element, of which $63,000 was under Salaries and Expenses and $122,000 was under Emergency Management Planning and Assistance. Accomplishments in 1985 included the following:

- Initiated development of a Science and Technology Information System with a project to develop a roster of expert sources of scientific and technical information;

- Initiated development of a system to determine estimates of the magnitude and trends of disasters and emergencies in the United States; and

- Took initial steps to create a network of sources of knowledge relevant to emergency management needs.

d. Changes from the 1986 Estimates. Reflect a congressional reduction of $120,000 in Emergency Management Planning and Assistance.

e. 1986 Program. In 1986, FEMA is allocating no funds and no workyears to this program element. Program funds have been eliminated to reflect a realignment of Agency priorities in the CD program area.

f. 1987 Program. FEMA requests no funds and no workyears for this program element in 1987.

g. Outyear Implications. No outyear implications over the 1987 request.

3. System Development

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The goal of this program element is to identify, develop and evaluate through demonstrations or field testing improved management approaches, operational guidance, support materials and/or technology to enhance Federal, State and local emergency capabilities. Technological advances, changing government organizational structures and priorities and shifting population patterns and/or public perception of risk make it necessary to continually evaluate program effectiveness and seek improved emergency management approaches. This initiative encourages the application of innovative approaches/technology in addressing identified State and local emergency management needs or deficiencies and the structured evaluation of the feasibility of such approaches for wide-scale application.

Specific objectives include improvements in emergency management and operational system capabilities for State and local emergency management systems, population protection, radiological protection, state and local direction, control and warning systems.

c. 1985 Accomplishments. In 1985, FEMA used $1,047,000 and no workyears for this program element under Emergency Management Planning and Assistance. Accomplishments included the following:

- State and Local Emergency Management Systems.
  - Initiated the development of a status reporting and evaluation system which displays data on State and local emergency management requirements vs. current functional capabilities. The computerized system aggregates data from numerous sources using a display format which highlights problem areas and facilitates targeting of resources provided to States through FEMA's Comprehensive Cooperative Agreements.
  - Developed procedures for aggregation and use of existing program specific information for program analysis and evaluation. Specifically, evaluation procedures and reporting formats for State and local emergency management programs assessment were compiled in a Program Evaluation Manual.
  - Developed a table-top exercise addressing resource management issues associated with a national security emergency. The exercise is designed to build State capabilities to use existing information to size resource requirements during a crisis period and will be delivered to States in 1986.
- Population Protection. Continued revision of the nine chapters that make up the Attack Environment Manual to reflect program changes and new scientific findings resulting from recent research.
- Radiological Protection. Continued professional involvement of the Health Physics Society and the Conference of Radiation Control Program Directors in the development of radiological preparedness requirements for IEMS.

  Finalized a study of instrumentation requirements for IEMS, utilizing the requirements matrix developed in 1984 and proposed policy and procedures for multi-year procurements starting in 1986.
- State and Local Direction Control and Warning. Building on findings in 1984 on network linkages which connect the various communications facilities, microwave computer modeling software was completed and will be validated in 1986.

d. Changes from the 1986 Estimates. None

e. 1986 Program. In 1986, FEMA is allocating no program funds and no workyears to this program element. Program funds have been eliminated to reflect a realigment of Agency priorities in the CD program.

f. 1987 Program. FEMA requests no program funds and no workyears for this program element. Program funds have been eliminated to reflect a realignment of Agency priorities in the CD program.

g. Outyear Implications. None

4. Policy and Planning

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. Policy and Planning involves the preparation of overall CD policies and program strategies. It also develops program strategy and plans for integrating CD and other FEMA programs dealing with peacetime emergencies and disasters into a coherent and coordinated programmatic effort. This includes the following:

- Support of currently approved programs and development of future policy and program options in light of changes in the strategic threat to which CD planning must respond, including plans for rapid enhancement of CD capabilities in the event of a marked increase in international tensions;
- Development of policy and cost-effectiveness evaluations of alternative strategies for protecting and supporting population and industry;
- Development of CD policy option papers for consideration by the President and the National Security Council (NSC); and
- Preparation of CD program status reports, policy papers, and other information for the Congress, National Security Council, Department of Defense, and other federal departments and agencies.

c. 1985 Accomplishments. In 1985, FEMA used a total of $918,000 and 12 workyears for this program element, of which $665,000 was under Salaries and Expenses and $253,000 was under Emergency Management Planning and Assistance. Accomplishments in 1985 included the following:

- Development of a variety of CD status reports and other materials for the Congress, the NSC, and the Department of Defense;
- Continued development of the multi-year CD program for protection and support of population and industry in accordance with congressional and Executive Branch policies for the program; and
- Completion of additional details of plans for rapid enhancement of CD capabilities over a period of about a year of markedly increased international tension.

d. Changes From the 1986 Estimates. Reflects a decrease of $402,000: a decrease of $112,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $267,000 in Emergency Management Planning and Assistance; and a reduction of $4,000 in Emergency Management Planning and Assistance and $19,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $530,000 and 10 workyears to this program element, of which $434,000 is under Salaries and Expenses and $96,000 is under Emergency Management Planning and Assistance. Activities will include the following:

- Development of CD materials required by the Congress, National Security Council, and Department of Defense.
- Update of the overall multi-year CD program for protection and support of population and industry.
- Refinement of policies for the multiple use of CD capabilities and their integration with other FEMA programs for dealing with peacetime emergencies and disasters.
- Development of a national plan for emergency response operations, working with the other Federal agencies assigned CD responsibilities.
- Completion of additional detailed plans for rapid enhancement of CD capabilities over a period of about a year in the event of markedly increased international tensions, under the fourth phase of this project initiated in 1985.
- Development of prototype plans for meeting national security food requirements.
- Development of stand-by multi-media information materials for dissemination in a crisis.
- Continuation or completion of analyses initiated in 1984 and 1985, concerning evacuation, shelter, countermeasures for climatic and atmospheric effects of nuclear weapons, and crisis behavior.

f. 1987 Program. FEMA requests a total of $585,000 and 9 workyears for this program element, a net increase of $51,000 and a decrease of 1 workyear from 1986. Included in this total are $485,000 under Salaries and Expenses and $100,000 under Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $557,000 and 10 workyears. The base program includes an increase of $27,000; an increase of $23,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 of within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

Important planning and development efforts will include the following:

- Evaluation of current and alternative CD policies, concepts, programs, and implementation strategies, to improve the cost-effectiveness of the program and to enhance multiple use of all emergency management capabilities in peacetime and in national security emergencies.

- Update of the multi-year CD program for protection of population and industry in accordance with the National Security Decision Directives relating to civil defense.

- Development of statements, reports and other materials for the Congress, the NSC, and the Department of Defense.

- Development and recommendation of alternatives for meeting national security food requirements.

- Development of additional detailed plans to provide for rapid enhancement of CD capabilities over a period of about a year of markedly increased international tension; previous plans will be updated on the basis of program status in communities throughout the country on the basis of currently available information.

1987 Increases. The 1987 program includes an increase of $28,000 from the 1987 base program. This increase in Salaries and Expenses reflects the actual cost of personnel resources.

g. Outyear Implications. No outyear implications over the 1987 request.

5. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. This program element consolidates the Salaries and Expenses detailed in each preceding narrative, thereby funding the personnel identified in each program element described above.

c. 1985 Accomplishments. In 1985, FEMA used $944,000 and 17 workyears for this program element under Salaries and Expenses. These funds provided for the accomplishments which are identified in the narrative for each program element above.

d. Changes from the 1986 Estimates. Reflects a net decrease of $9,000: an increase of $16,000 in Salaries and Expenses due to a transfer funds; and a reduction of $25,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $556,000 and 10 workyears to this program element under Salaries and Expenses. Purposes are identified in each of the program narratives above.

f. 1987 Program. FEMA requests a total of $485,000 and 9 workyears for this program element under Salaries and Expenses, a decrease of $71,000 and 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $585,000 and 10 workyears. The base program includes a net increase of $29,000: an increase of $25,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 program includes a decrease of $100,000 from the 1987 base program. The reduction reflects one time costs in 1986 for reducing staff.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

G. Training and Education	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
Estimates by Program Element		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Instructional Programs and Materials....................	CD-99	5	$600	5	$600	5	$539	5	$527	...	-$12
2. Training Field Deployment Systems	CD-104	18	6,196	18	2,980	18	5,704	17	5,704	-1	...
3. Resident Programs	CD-106	21	2,526	21	1,300	23	2,143	23	1,143	...	-1,000
4. NETC Site Administration.......	CD-108	20	2,689	20	2,266	9	2,168	19	1,760	10	-408
5. NETC West Site Administration..	CD-109	...	1,317	10	882	1	383	...	...	-1	-383
6. Emergency Public Information...	CD-110	...	605	...	500	...	10	...	...	...	-10
7. Salaries & Expenses............	CD-111	...	2,452	...	2,850	...	2,409	...	2,534	...	125
Total, Training and Education (Budget Authority)...........		64	16,385	74	11,378	56	13,356	64	11,668	8	-1,688
Permanent Workyears											
Headquarters.....................		50		46		41		49		8	
Regions..........................		14		26		15		15		...	
Total, Permanent...............		64		72		56		64		8	
Total Workyears....................		64		74		56		64		8	
Targeted Workyears.................		...		...		65		...		...	

Changes from Original 1986 Estimates

Reflects a net congressional increase of $2,578,000
-$37,000 - Instructional Programs & Materials
$2,980,000 - Training Field Deployment Systems
$940,000 - Resident Programs
-$482,000 - NETC West Site Administration
-$490,000 - Emergency Public Information
-$333,000 - Salaries & Expenses

Reflects a reduction of $600,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177)
-$24,000 - Instructional Programs & Materials
-$256,000 - Training Field Deployment Systems
-$97,000 - Resident Programs
-$98,000 - NETC Site Administration
-$17,000 - NETC West Site Administration
-$108,000 - Salaries & Expenses

CIVIL DEFENSE
(Dollars in Thousands)

G. Training and Education	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,029	$2,268	$2,119	$2,172	$53
11.3 Other than full-time permanent	131	239	...	57	57
11.5 Other personnel compensation	16	...	1	2	1
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	2,176	2,507	2,120	2,231	111
Personnel Benefits					
12.1 Civilian personnel	249	272	230	243	13
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	10	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	17	25	29	30	1
22.0 Transportation of things	...	1	6	6	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	28	379	379	286	-93
24.0 Printing and reproduction	553	884	198	305	107
25.0 Other services	3,752	3,538	3,606	2,886	-720
26.0 Supplies and materials	99	125	147	147	...
31.0 Equipment	1,041	277	144	128	-16
32.0 Lands and structures	2,138	370	270	67	-203
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	6,322	3,000	6,227	5,339	-888
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	16,385	11,378	13,356	11,668	-1,688

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

G. Training and Education	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase, Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	..	...	...
12.2 Military personnel	...	...	..	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	$6	$6	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	$28	$369	379	286	-$93
24.0 Printing and reproduction	553	884	198	305	107
25.0 Other services	3,752	3,531	3,586	2,866	-720
26.0 Supplies and materials	99	118	141	141	...
31.0 Equipment	1,041	256	140	124	-16
32.0 Lands and structures	2,138	370	270	67	-203
33.0 Investments and loans	...	..	...	..	...
41.0 Grants, subsidies, and contributions	6,322	3,000	6,227	5,339	-888
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	13,933	8,528	10,947	9,134	-1,813

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

G. Training and Education	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,029	$2,268	$2,119	$2,172	$53
11.3 Other than full-time permanent	131	239	...	57	57
11.5 Other personnel compensation	16	...	1	2	1
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	2,176	2,507	2,120	2,231	111
Personnel Benefits					
12.1 Civilian personnel	249	272	230	243	13
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	10	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	17	25	29	30	1
22.0 Transportation of things	...	1	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	10	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	7	20	20	...
26.0 Supplies and materials	...	7	6	6	...
31.0 Equipment	...	21	4	4	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,452	2,850	2,409	2,534	125

G. Training and Education

FEMA's Training and Education program is a nationwide program of instruction in emergency management for government and private sector managers. It is the basis for continuous improvement of emergency management throughout the United States, particularly in those management skills that reduce the probable effects of a nuclear weapons detonation on lives, economic stability, and continuity of government functions. Included in this program are companion education programs designed to enhance the safety and survival of the general public.

Training activities focus on technical knowledge required for civil nuclear preparedness and natural and technological hazards as well as the Integrated Emergency Management System (IEMS) functions of evacuation, shelter, communications, direction and control, warning, resource allocation, law and order, food, and medical services. Each training activity is founded on the comprehensive emergency management functions--mitigation, planning and preparedness, response, and recovery.

Those participating in this training include chief executive officers, city or county managers, emergency program managers; fire chiefs; police chiefs; hospital administrators; public works directors; community planners; other fire, law enforcement, and medical professionals; executives in the private sector; allied professions; and members of volunteer organizations.

1. Instructional Programs and Materials

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The objective of this program element is to develop and offer courses of sound educational value that support the training needs of civil preparedness in communities throughout the nation. Selected training activities are conducted at resident facilities while the majority of courses are conducted by State emergency management agencies with financial and technical assistance provided through the FEMA regional offices. Moreover, standards of instruction are maintained through an instructor qualification program for this nationwide training and exercising system, which also provides instructors should a national crisis occur.

Three curricula areas, based on the concept of IEMS, have been established for both resident and non-resident training programs.

- Technical Programs Curriculum. Courses focus on specific technical skills and management functions in radiological safety and population protection. Courses are offered on radiological protection subjects as well as a varying number of instructor qualification courses. Courses are conducted at resident facilities and in the field.

- **Executive Programs Curriculum**. This curriculum focuses on the role that emergency management has in the field of public administration. Courses strengthen the view that the capability to manage emergencies is an essential and integral part of every discipline within public administration. Content ranges from technical information basic to building and operating emergency management systems, to legislative and policy considerations of governing officials. Seminars and conferences are conducted on contemporary issues, long-range emergency management strategies, and analogous programs in other countries.

- **Comprehensive Emergency Management Curriculum.** Courses in this curriculum are performance-oriented, practical exercises that simulate high-stress emergency situations. Courses include national security, nuclear incident, response, mitigation, recovery, and exercise design. Teams of students having key management roles are brought together for each course, whatever the scenario may be. The objective of this curriculum is network building and capability enhancement within and among political jurisdictions. Exercise activities are a culmination of training and a test of skills learned.

In support of these curricula, instructional materials are developed, tested, printed, and packaged for nationwide use. These materials include instructor guides, student manuals, electronic software, exercise scenarios, and audio-visual and graphic aids. Development, which includes curriculum and course revision as well as new projects, is accomplished by a combination of faculty and staff, through procurement by contract or assistance of expert associate faculty. Prototype testing and evaluation of resident and field materials is an integral part of the Emergency Management Institute (EMI) development process.

c. **1985 Accomplishments**. In 1985, FEMA used a total of $792,000 and five workyears for this program element, of which $192,000 was under Salaries and Expenses and $600,00 was under Emergency Management Planning and Assistance. Emphasis was placed on new course development and/or revision in each curriculum area noted above; courses included the Radiological Training Series, Population Protection System, Shelter Management System, Emergency Program Management, and Business and Industry. Five courses were developed and two existing courses were revised.

Funds provided the following:

- Revision and printing of materials for self-support Radiological Monitors, Recovery Operations Monitors, Aerial Monitors, and State Radiological Officers courses. The rationale for this work was that each community over 10,000 population and each county should have the capability to organize, equip, and operate a radiological safety system for the protection of its population in the event of a nuclear crisis.

- Special request exercise-based training for the communities of Multnomah County, Oregon; Los Angeles, California; Atlantic City, New Jersey; Prince William County, Virginia; St. Petersburg, Florida; Des Moines, Iowa; and Greenville, South Carolina.

- Development and delivery of the first EMI teleconference, which focused on State and local hazardous materials planning. Over 60,000 viewers watched the live telecast. Many local cable networks taped the show for later broadcast to local viewers.

- Revision of the Aerial Radiological Monitoring and Assessment courses due to changes in FEMA programs, policies, and management techniques. Needs assessment, course evaluations, standardizations requirements, and instructor certification programs were stengthened through the creation of automated systems. EMI cooperates to obtain credit recommendations for additional courses.

Included in this total was $200,000 for curriculum planning and evaluation activities consisting of the evaluation of civil defense training programs and delivery systems; development of two research monographs; coordination of civil defense-related curriculum review; and appropriate actions within the FEMA Five-Year Curriculum Management Plan.

d. Changes from the 1986 Estimates. Reflects a decrease of $70,000: a congressional reduction of $37,000 in Emergency Management Planning and Assistance; and a reduction of $24,000 in Emergency Management Planning and Assistance and a reduction of $9,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $740,000 and 5 workyears to this program element, of which $201,000 is under Salaries and Expenses and $539,000 is under Emergency Management Planning and Assistance.

Funds in this program element are allocated for leading-edge emergency management training as follows:

- $150,000 to develop (i.e., perform needs assessments, instructional design, evaluation, revision, and printing) and conduct prototype testing of three new radiological courses and establish programs of study for this subject area. In national security, a new policy level seminar for State and local government officials is being developed. In addition, teleconferences on national security and Hospital Radiation Victim Reception were developed since mass training in areas of national security are necessary.

- To develop programs of study and distribute them to local and State emergency managers and their staffs. Needs assessments are being performed, current curricula are being analyzed for coverage and alignment with the technical training requirements of such managers and staff, and course development and/or revision is beginning within funding limitations.

- $95,000 to fund the development and/or revision of five courses including adult training methodology, contemporary issues in emergency management, intergovernmental relations, field training guidance for the Professional Development Series, and a business and industry conference. A course on adult training methodology for support of the cadre of State instructors will improve quality of training and concomitant realization of training objectives. Seminars on contemporary issues are being revised to bring new ideas and current concerns to the attention of career emergency program managers in local and State government. In cooperation with the International City Management Association, intergovernmental relations seminars are being evaluated and revised after each offering.

- EMI's central effort in emergency preparedness is called the Professional Development Series. It consists of four courses all of which have been accredited by the American Council on Education. Course evaluation and revision is a continuous project, as in the revision of field program guidance and plans of instruction, since these courses are offered and conducted by States. During 1984, new training systems were initiated and in 1986 a new course is being developed and deployed to support this new approach.

- $138,000 is being used to develop exercises for IEMS courses. These courses immerse students in the practical application of emergency management techniques. Courses include lecture blocks and workshops on generic emergency management subjects. Scenario events of increasing complexity and threat are subtly interspersed throughout course sessions. Finally, a simulated emergency situation arises and participants must cope with realistic, daily operations in a high-stress, response environment. These courses are conducted at resident facilities and in a community, upon request. In 1986, a major development project began to format courses so that a flexible, all-hazards approach could be used. Reformatting is necessary each time a course is conducted for a specific community, and an analysis must be performed so that a community's potential hazards, emergency plans, existing administrative structure, and physical resources are incorporated in the course. EMI concentrates this program on large population centers in order to improve the capacity of city managers.

- $156,000 for curriculum planning and evaluation activities consisting of the evaluation of civil defense training programs and delivery systems; development of two research monographs; planning and coordination of one civil defense-related seminar for senior executives of State and local governments and the private sector; revision of the civil defense portions of the Statement of Training and Education Requirements; and development of civil defense portions of the FEMA Five-Year Curriculum Management Plan.

f. 1987 Program. FEMA requests a total of $738,000 and 5 workyears for this program element, a net decrease of $2,000 from 1986. Included in this total are $211,000 for Salaries and Expenses and $527,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $774,000 and 5 workyears. The base program includes a net increase of $34,000: an increase of $33,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade increase; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15.

The program provides funds for the following:

- Developing (need assessments, instructional design, prototype testing, evaluation, revision, and printing) and conducting three new radiological courses and provides for establishing programs of study within this curriculum area. In the subject area of national security, a new policy level seminar for State and local government policy makers will be developed. In addition, a pilot teleconference on national security will be developed since mass training in areas of national security is necessary. Teleconferencing has been proven as cost effective. Programs of study will be developed for local and State emergency managers and their staff. Need assessments will be performed, current curriculum will be analyzed for coverage and alignment with the technical training requirements of such managers and staff, and course development and/or revision will begin. Training programs on hazardous materials developed and conducted in conjunction with the EPA air toxics initiative will be deployed to the field.

- Development and/or revision of five courses including adult training methodology, contemporary issues in emergency management, intergovernmental relations, field training guidance for the Professional Development Series, and a business and industry conference. In recent years, EMI has made great strides in curriculum development and preparation of materials for nationwide deployment. Maximum training effectiveness is dependent on instruction. A course on adult training methodology for cadres of State instructors will improve quality of training and concomitant realization of training objectives. Seminars on contemporary issues are revised annually to bring new ideas and current concerns to the attention of career emergency program managers in local and State government. Intergovernmental relations seminars strengthen the proficiency of local government administrators in emergency preparedness. Not only are these administrators responsible for the execution of policies set by elected officials, but they submit policy proposals and provide facts and advice on matters of public policy as a basis for making community decisions. This seminar is evaluated and revised after each offering, which entails a continuous development effort. EMI's central effort in professional emergency preparedness is called the Professional Development Series which consists of five courses (four of which are accredited by the American Council on Education µACE8). Course evaluation and revision is a continuous project, as in the revision of field program guidance and plans of instruction, since these courses are offered and conducted by States. During 1984, FEMA produced a clearer definition of industrial preparedness requirements; as a result, new training systems were initiated and in 1986 a new course will be developed and deployed to support this new approach.

- Development of exercise assistance related to natural, technological, and nuclear preparedness. These exercises immerse students in the practical application of management functions. Courses include lecture blocks and workshops on generic emergency management subjects that lead to an emergency simulation. Scenario events of increasing complexity and threat are subtly interspersed throughout course sessions. Finally, a simulated emergency situation arises and participants must cope with realistic, daily operations in a high-stress, response environment. These courses are conducted at the resident facilities for heterogeneous groups or groups from one location or are conducted in the field by mobile teams and State and local officials. Each time a course is conducted for a specific community, reformatting is necessary; detailed analysis must be performed on the community to include potential hazards, emergency plans, existing administrative structure, and avaiable physical resources. For example, these courses were conducted for Cincinnati, Ohio; San Diego and San Bernardino, California; Atlantic City, New Jersey; and other locations in 1985. Three of the local governments served in 1986 include Grand Rapids, Michigan; Las Vegas, Nevada; and Fairfield, Connecticut. A waiting list of one year currently exists for this popular course.

- Curriculum planning and evaluation activities consisting of the evaluation of civil defense field training programs and delivery systems; development of one research monograph; planning and coordination of one civil defense-related seminar for senior executives of State and local governments and the private sector; revision and updating of civil defense portions of the Statement of Training and Education Requirements; and revision and updating of the FEMA Five-Year Curriculum Management Plan.

1987 Decreases. The 1987 request includes a decrease of $36,000 from the base program. The reduction will permit the same level of funding as in the 1986 current request estimate while awaiting a report on the redirection of the Civil Defense program.

g. Outyear Implications. Upon implmentation of the elimination of student stipends, train-the-trainer courses may not be as well attended and accreditation by the American Council on Education may require different enrollment and/or deployment strategies. All communities will be impacted, particularly those under 50,000 population.

2. Training Field Deployment Systems

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. app. 2251 et seq.

b. Objective/Element Description. Under this program element, training is delivered throughout the United States using regional centers, schools (K-12) and colleges, State emergency management agencies, and self-study courses. Financial assistance is provided to States and local government agencies to support their training and exercising efforts as well as instructional materials and technical assistance to conduct courses. A qualification program for instructors is conducted at EMI for all persons designated as such by State emergency management directors. The vast training nationwide created by this program is the mainstay of EMI's nationwide deployment system and provides instructors should a national crisis occur.

c. 1985 Accomplishments. In 1985, FEMA used a total of $6,885,000 and 18 workyears for this program element, of which $689,000 was under Salaries and Expenses and $6,196,000 was under Emergency Management Planning and Assistance. Under Comprehensive Cooperative Agreements with States, a total of $6,196,000 was provided for an average of $123,920 per agreement. Nationwide, 4,154 course offerings were conducted with 100,000 students participating.

The emphasis in 1985 was on radiological training. The rationale was that each community over 10,000 population and each county should have the capability to organize, equip, and operate a radiological safety system for the protection of its citizens in the event of a nuclear attack as well as a technological (nuclear incident or hazardous materials) disaster. In 1985:

- Base criteria established a 1989 projection need for approximately 10,000 radiological officers and assistants and 32,000 radiological response team members. Deployment strategy dictates that State training offices have or will have the capacity to train 4,000 radiological officers and 6,000 radiological response team members per year by the end of 1985. State CCA agreements are the cornerstone of field systems for national response to crisis.

- Sufficient Radiological Monitor Instructor Courses are conducted annually to train 2,000 instructors per year. In non-crisis times, monitor training is conducted basically to develop, motivate, and exercise the instructor cadre (7,500), and to motivate well-qualified Radiological Monitors for nuclear attack preparedness operations, or appropriate peace-time applications. The strategy is to--

  - Defer most of the monitor training until a crisis expectant period,

  - Train cadres of instructors dispersed throughout each State to train monitors during a crisis-expectant period, and

  - Create a network of monitors in counties and municipalities throughout the country.

  This program structure concept of team training is being considered for the national hazardous materials training initiatives with EPA.

- Aerial Monitor Courses were offered by State training offices to meet the national requirement of 6,000. On-the-job training with a qualified instructor was adequate after completion of the Aerial Monitor Course. On the average, each State offers two Aerial Monitor Courses per year for a total of 1,500 monitors trained annually.

- Shelter Management Systems Officer/Instructors were trained during non-crisis time to provide a cadre of instructors who are knowledgeable and highly motivated. Most training has been deferred until the crisis expectant period. Peacetime shelter operations for natural disasters and technological crisies are required to suppport localized evacuations.

- Increasing emphasis has been placed on field exercises for local governments supported by State assistance. This emphasis is building toward a 1987 target of annual exercises in all counties and large cities. This effort will enhance, monitor, and record preparedness activity in the U.S.

d. Changes from the 1986 Estimates. Reflects a net increase of $2,762,000: an increase of $74,000 in Salaries and Expenses due to a transfer of funds; a congressional increase of $2,980,000 in Emergency Management Planning and Assistance; a reduction of $256,000 in Emergency Management Planning and Assistance and a reduction of $36,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $6,504,000 and 18 workyears to this program element, of which $800,000 is under Salaries and Expenses and $5,704,000 is under Emergency Management Planning and Assistance. Through Comprehensive Cooperative Agreements with States, a total of $5,704,000 is being provided for an average of $114,080 per agreement. Nationwide, projections indicate 5,000 course offerings will be conducted with over 100,000 students participating. The increase in student participation is largely the result of satellite teleconferences of the National Security Seminar, the piloting of technical programs of study, a revised Business and Industries Conference, and increasing the number of exercise courses conducted on-site for specific communities. Local governments are providing technical support for community preparedness exercises.

f. 1987 Program. FEMA requests a total of $6,544,000 and 17 workyears for this program element, an increase of $40,000 a decrease of 1 workyear from 1986. Included in this total are $840,000 for Salaries and Expenses and $5,704,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $6,800,000 and 17 workyears. The base program includes a net increase of $296,000; an increase of $292,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $6,000 for within-grade step increases; and a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

The base program will provide funding for Comprehensive Cooperative Agreements with States which will total $5,704,000 for an average of $114,080 per agreement.

1987 Decreases. The 1987 request includes a decrease of $256,000 from the base program. This decrease will allow the same level of funding as in the 1986 current estimate.

g. Outyear Implications. Distribution of many training materials will have to be limited to students to avoid running out of stock.

3. Resident Programs

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. EMI conducts training that enhances the civil nuclear preparedness posture of local State and Federal governments, the private sector, volunteer organizations, and those in allied professions. The mix of student orientations, vocations, and emergency organizations reflects the Institute's experience that effective emergency management depends on a balanced team of professionals. Annually over 3,000 students participate in resident courses on the Emmitsburg campus.

The scope of training at EMI includes the following:

- management skills necessary for the organization, operation, and maintenance of emergency management systems;
- technical information related to civil nuclear preparedness, hazard mitigation, response, and recovery from emergencies and disasters;
- techniques of individual action in the context of political, social, and economic requirements;
- emergency management programs and policies, and the roles and responsibilities of all levels of government and the private sector in the face of emergencies and disasters; and
- EMI staff support for government-wide civil defense training.

c. 1985 Accomplishments. In 1985, FEMA used a total of $3,331,000 and 21 workyears for this program element, of which $805,000 was under Salaries and Expenses and $2,526,000 was under Emergency Management Planning and Assistance. A total of 95 civil defense course offerings were delivered to 3,063 students. New recruitment strategies, the popularity of site specific exercise courses, and satellite teleconference of selected courses are largely responsible for the increase in course offerings and student participation.

d. Changes from the 1986 Estimates. Reflects a net increase of $886,000: an increase of $85,000 in Salaries and Expenses due to a transfer of funds; a congressional increase of $940,000 in Emergency Management Planning and Assistance; and a reduction of $97,000 in Emergency Management Planning and Assistance and a reduction of $42,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $3,089,000 and 23 workyears to this program element, of which $946,000 is under Salaries and Expenses and $2,143,000 is under Emergency Management Planning and Assistance. It is planned to deliver 130 course offerings at the Emmitsburg campus to an estimated 3,300 students.

f. 1987 Program. FEMA requests a total of $2,137,000 and 23 workyears for this program element, a net decrease of $952,000 from 1986. Included in this total are $994,000 for Salaries and Expenses and $1,143,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $3,284,000 and 23 workyears. The base program includes a net increase of $145,000; an increase of $139,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $9,000 for within-grade step increases; and a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15.

1987 Decreases. The 1987 program includes a decrease of $1,097,000 from the 1987 base program. Of this decrease, $1,000,000 is for student stipends for travel which will be paid by the State and local students in 1987 as part of a government-wide policy to require more cost-sharing for training. The decrease of $97,000 will permit funding at the 1986 current estimate level.

g. Outyear Implications. Student attendance from some fiscally unprepared communities needing training particularly those under 50,000 population, may be affected due to the loss of travel stipends, shifting enrollment profiles.

4. NETC Site Administration

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This element provides for the civil defense share of the costs of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland. The funding in this element covers a share of facility costs such as maintenance, security, equipment, renovation, etc. Also included is a portion of the resources required for executive direction and Headquarters coordination.

c. 1985 Accomplishments. In 1985, FEMA used a total of $3,455,000 and 20 workyears for this program element, of which $766,000 was under Salaries and Expenses and $2,689,000 was under Emergency Management Planning and Assistance. This funding level provides the civil defense share of facility operations cost. The facility operations costs include maintenance, security, housekeeping, equipment, renovations, and rents.

d. Change from the 1986 Estimates. Reflects a decrease of $287,000: a decrease of $159,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $13,000 in Salaries and Expenses; and a reduction of $98,000 in Emergency Management Planning and Assistance and a reduction of $17,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $2,551,000 and 9 workyears to this program element, of which $383,000 is under Salaries and Expenses and $2,168,000 is under Emergency Management Planning and Assistance. These costs reflect the costs of maintenance, supplies and materials, housekeeping services, wear and tear on the buildings and grounds, and renovations to accommodate the changing needs of the studentbody. The 1986 program includes funding to continue the renovation at a minimal level.

f. 1987 Program. FEMA requests a total of $2,249,000 and 19 workyears for this program element, a decrease of $302,000 and an increase of 10 workyears from 1986. Included in this total are $489,000 for Salaries and Expenses and $1,760,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $2,672,000 and 19 workyears. The base program includes a net increase of $121,000; an increase of $115,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $7,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $1,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 10 workyears to achieve the targeted workyears in the 1986 current estimate. The base program provides for a minimal level of the facility operation, maintenance, and educational program support activities.

1987 Decreases. The 1987 program includes a decrease of $506,000 from the base program. Of this decrease, $408,000 is proposed to be offset by charging of lodging fees for attendees at the NETC. Such fees will be collected and used by FEMA to provide for part of the cost of maintenance and operation of the facility. Similar fees will be charged by other Federal institutions (e.g., the FBI training academy). The remaining $98,000 decrease will permit the same level of funding as in the 1986 current estimate.

g. Outyear Implications. It is expected that elimination of student stipends and charging fees for student housing will result in a decreasing student enrollment such that some facilities will be deactivated.

5. NETC West Site Administration

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. This element provides for the operation of the Carson City, Nevada, campus. This extension facility will offer resident courses of the Emergency Management Institute which have been developed at the parent facility.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,317,000 and no workyears for this program element under Emergency Management Planning and Assistance. This amount provides a portion of the funds required to renovate and maintain the western campus.

d. Changes From the 1986 Estimates. Reflects a decrease of $823,000; a congressional reduction of $482,000 in Emergency Management Planning and Assistance and a reduction of $320,000 in Salaries and Expenses; and a reduction of $17,000 in Emergency Management Planning and Assistance and a reduction of $4,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

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e. 1986 Program. In 1986, FEMA is allocating $462,000 and 1 workyear to this program element, of which $79,000 is under Salaries and Expenses and $383,000 under Emergency Management Planning and Assistance. A request to reprogram these funds to offset reductions pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) will be submitted at a later date.

f. 1987 Program. FEMA requests no funds and no workyears for this element in 1987. Not only is the demand for training insufficient to justify a new institution, but there is an expected decline in the number of students seeking training as a result of State and local budget constraints. In addition, cost sharing for training provided to State and local students will regulate demand for courses.

g. Outyear [illegible]. No outyear implications over the 1987 request.

6. Emergency Pu[illegible]ormation

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. This element is designed to provide the general public with educational materials to inform them of potential dangers, safety precautions, and efforts by Federal, State, and local governments for their protection and to enhance capabilities of State and local emergency officials, media, and public and private organizations to carry out emergency information responsibilities to citizens in the event of national security and/or multi-hazard emergencies.

c. 1985 Accomplishments. In 1985, FEMA used $605,000 and no workyears for this program element under Emergency Management Planning and Assistance. This funding supported the following:

- Developed, produced, and printed various life safety audio-visual and print materials for multihazard awareness campaigns. The audio-visual materials consist of multi-hazard public service announcements, and the print materials consist of a range of life safety pamphlets on warning and precautions individuals can take to protect themselves and their families, workbooks/kits for use and adaption by State and local agencies, and nine multi-hazard exhibits for use at public gatherings;
- Continued the Emergency Public Information Competitive Challenge Grant Program designed to foster visibility and support for demonstration of successful public information techniques which can be transferred to other areas of the country. Two new grants were funded and 11 grants awarded during 1984 received additional funding;
- Funded four emergency information exchanges on techniques and approaches for successfully carrying out emergency information responsibilities, as part of our capacity building program for State and local emergency officials;

- Continued funding for the grant to Children's Television Workshop which was awarded during 1984 as a multi-year effort to enlist the assistance of the public television industry in exploring uses of the broadcast medium to communicate emergency self-protection messages. Also pursued supporting these messages at the community level through development of outreach efforts for the secondary audience of parents, teachers, and the emergency profession;

- Conducted Joint Information Center training requirements sessions at the National Emergency Training Center (NETC) on emergency public information;

- Completed purchase of fly-away gear and equipment for portable use in any multi-hazard emergencies;

- Printed--

  - 100,000 copies of All-Hazard Survival Guide;

  - 100,000 copies of Protection in the Nuclear Age handbook; and

  - 10,000 copies of a guide for media on reporting on multi-hazard emergencies.

d. Changes From the 1986 Estimates. Reflects a congressional reduction of $490,000 in Emergency Management Planning and Assistance.

e. 1986 Program. In 1986, FEMA is allocating $10,000 to this program element under Emergency Management Planning and Assistance. Funding is being used to produce audio-visual and printed material for multi-hazard awareness campaigns.

f. 1987 Program. FEMA requests no funds and no workyears for this element in 1987.

g. Outyear Implications. No outyear implications over the 1987 request.

7. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The objective of this element is to provide Salaries and Expenses funds to support the development, coordination, evaluation, and delivery of the civil defense portion of the Emergency Management Institute educational program and a portion of the support for the operation of the Emmitsburg facility.

c. 1985 Accomplishments. In 1985, FEMA used $2,452,000 and 64 workyears for this program element under Salaries and Expenses. The accomplishments are detailed in the previous program element narratives.

d. Changes From the 1986 Estimate. Reflects a decrease of $441,000: a congressional reduction of $333,000 in Emergency Management Planning and Assistance; and a reduction of $108,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $2,409,000 and 56 workyears to this program element under Salaries and Expenses. These workyears provide management support to the programs detailed in the previous narrative.

f. 1987 Program. FEMA requests $2,534,000 and 64 workyears under Salaries and Expenses for this program element, an increase of $125,000 and 8 workyears over 1986.

1987 Base Program. The 1987 request includes a base program of $2,534,000 and 65 workyears. The base program includes a net increase of $125,000; an increase of $108,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $25,000 for within-grade step increases; a decrease of $9,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $1,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 9 workyears to achieve the targeted workyears in the 1986 current estimate.

The base program provides salaries and expenses for the development and deployment of the EMI resident and field educational programs and a portion of the personnel and related costs for the operation and maintenance of the Emmitsburg campus.

1987 Decreases. The 1987 request includes a decrease of 1 workyear from the base program from the closing of NETC West.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

H. Telecommunications and Warning	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
Estimates by Program Office		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. National Warning System........	CD-118	24	$12,750	32	$6,124	24	$5,224	27	$5,183	3	-$41
2. Washington Area Warning System........................	CD-120	2	1,447	2	1,085	2	555	2	551	...	-4
3. FEMA National Teletype System..	CD-121	13	3,461	21	1,452	13	1,457	13	1,445	...	-12
4. FEMA National Voice System.....	CD-123	3	455	5	497	3	954	3	946	...	-8
5. FEMA National Radio System.....	CD-124	25	7,554	37	1,785	25	2,903	25	32	...	-2,871
6. Telecommunications Support Services......................	CD-125	9	5,606	14	2,592	9	3,399	9	3,372	...	-27
7. U.S. Army Civil Preparedness Detachment..................	CD-128	5	800	9	880	5	1,053	5	1,045	...	-8
8. Decision Information Distribution System..........	CD-130	1	595	1	660	1	482	1	478	...	-4
9. DOD Reimbursable Support.......	CD-131	...	750	...	825	...	650	...	645	...	-5
10. Salaries and Expenses..........	CD-133	...	3,165	...	3,933	...	3,069	...	3,230	...	161
Total, Telecommunications and Warning (Budget Authority)...		82	36,583	121	19,833	82	19,746	85	16,927	3	-2,819
Permanent Workyears											
Headquarters......................		27		28		27		28		1	
Regions...........................		55		81		55		57		2	
Total, Permanent...............		82		109		82		85		3	
Total Workyears....................		82		121		82		85		3	
Targeted Workyears.................		...		...		85		...		...	

Changes from Original 1986 Estimates.

Reflects an internal transfer of funds between programs.
-$664,000 - National Warning System
-$505,000 - Washington Area Warning System
$70,000 - FEMA National Teletype System
$500,000 - FEMA National Voice System
-$279,000 - FEMA National Radio System
$960,000 - Telecommunications Support Services
$220,000 - U.S. Army Civil Preparedness Detachment
-$156,000 - Decision Information Distribution System
-$146,000 - DOD Reimbursable Support

Reflects a net congressional increase of $801,000.
$1,527,000 - FEMA National Radio System
-$726,000 - Salaries and Expenses

Reflects a reduction of $888,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$236,000 - National Warning System
-$25,000 - Washington Area Warning System
-$65,000 - FEMA National Teletype System
-$43,000 - FEMA National Voice System
-$130,000 - FEMA National Radio System
-$153,000 - Telecommunications Support Services
-$47,000 - U.S. Army Civil Preparedness Detachment
-$22,000 - Decision Information Distribution System
-$29,000 - DOD Reimbursable Support
-$138,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

H. Telecommunications and Warning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,414	$2,803	$2,432	$2,563	$131
11.3 Other than full-time permanent	12	119	...	...	...
11.5 Other personnel compensation	233	350	218	228	10
11.8 Special personal services payments	...	60	...	...	...
11.9 Total personnel compensation	2,659	3,332	2,650	2,791	141
Personnel Benefits					
12.1 Civilian personnel	357	382	275	287	12
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	17	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	120	219	144	152	8
22.0 Transportation of things	12	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	11,409	10,208	8,621	8,905	284
24.0 Printing and reproduction	2	...	...	...	...
25.0 Other services	9,387	3,230	2,438	2,549	111
26.0 Supplies and materials	10	35	...	...	...
31.0 Equipment	12,610	2,427	5,618	2,243	-3,375
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	36,583	19,833	19,746	16,927	-2,819

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
CIVIL DEFENSE
(Dollars in Thousands)

H. Telecommications and Warning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	...	...	...	...	...
11.3 Other than full-time permanent...........	...	...	...	...	...
11.5 Other personnel compensation.............	...	...	...	...	...
11.8 Special personal services payments.......	...	...	...	...	...
11.9 Total personnel compensation.............	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel.......................	...	...	...	...	...
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.................	...	...	...	...	...
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges..................	$11,409	$10,208	$8,621	$8,905	$284
24.0 Printing and reproduction................	2	...	...	...	...
25.0 Other services...........................	9,387	3,230	2,438	2,549	111
26.0 Supplies and materials...................	10	35	...	...	...
31.0 Equipment................................	12,610	2,427	5,618	2,243	-3,375
32.0 Lands and structures.....................	...	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	33,418	15,900	16,677	13,697	-2,980

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

H. Telecommunications and Warning		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS						
Personnel Compensation						
11.1	Full-time permanent	$2,414	$2,803	$2,432	$2,563	$131
11.3	Other than full-time permanent	12	119	...	...	...
11.5	Other personnel compensation	233	350	218	228	10
11.8	Special personal services payments	...	60	...	...	...
11.9	Total personnel compensation	2,659	3,332	2,650	2,791	141
Personnel Benefits						
12.1	Civilian personnel	357	382	275	287	12
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	17	...	...	...	...
Non-Personnel Costs						
21.0	Travel and transportation of persons	120	219	144	152	8
22.0	Transportation of things	12	...	...	...	...
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0	Printing and reproduction	...	...	...	...	...
25.0	Other services	...	...	...	....	...
26.0	Supplies and materials	...	...	...	...	...
31.0	Equipment	...	...	...	...	...
32.0	Lands and structures	...	...	...	...	...
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	...	...	...	...	...
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		3,165	3,933	3,069	3,230	161

H. Telecommunications and Warning

This program is comprised of telecommunication and warning systems in support of civil defense and emergency services which provide telecommunications and dedicated warning systems, both federally owned and leased, to meet FEMA's mission. The associated communications systems provide FEMA with emergency and administrative systems for communication with other Federal agencies, 50 States, the District of Columbia, U.S territories, and possessions. The warning systems provide the initial attack/emergency message to the civilian population and selected civilian/military agencies. Technical planning expertise is also provided at the State and local levels relative to communication and warning requirements and the day-to-day use of all national systems to support emergency and administrative functions. The objectives are to provide the broadest possible dissemination of any warning to the civilian population with high reliability and the continuous update and expansion of existing systems within technical and fiscal constraints. The development of the National Emergency Management System (NEMS) will continue to provide the most responsive, reliable, and survivable communication system possible. The NEMS comprises the integration of all FEMA telecommunications, ADP, and information systems. The development of NEMS has capitalized on existing resources as much as possible, involved some near-term improvements in the 1983-1985 timeframe, and undertook an ambitious modernization program started in 1983. The NEMS includes the National Warning System, Washington Area Warning System, Emergency Broadcast System, FEMA National Voice System, FEMA National Teletype System, FEMA National Radio System, Interagency Communications System, and other FEMA owned/leased systems. Obsolete equipment within these systems is being replaced to increase reliability and efficiency. The development of State and local emergency communications and warning systems will be compatible with the federal system, specifically, the NEMS.

The Telecommunications and Warning Program is an essential effort to assure the survival of the population in an attack, which addresses the necessity of effective direction and control activities. It is also essential to Government Preparedness objectives as they relate to the protection and survivability of government leadership at the national, State, and local levels. The program complies with Title V of the Civil Defense Act which requires the design and use of nuclear attack capabilities to meet natural and manmade disaster-related requirements.

1. National Warning System

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The National Warning System (NAWAS) is a dedicated commercially leased nationwide voice telephone warning system operated on a 24-hour basis, with a National Warning Center (NWC) and an Alternate National Warning Center (ANWC) manned continuously by Attack Warning Officers. Special purpose telephone circuits connect the NWC and ANWC to the following: the FEMA Headquarters and Regional offices; selected Federal agencies; military installations; and State, county, and city warning points.

The attack warning information is received from the North American Air Defense Command (NORAD) for dissemination by the NWC at Colorado Springs, Colorado, or the ANWC located at Olney, Maryland.

NAWAS is the primary system designed and maintained to warn the public of a nuclear attack, natural, or manmade disaster.

The NAWAS consists of 63 circuits totaling approximately 170,000 nationwide circuit miles. The warning circuits are connected to approximately 2,475 terminals throughout the United States. About 1,600 are monitored at all times; the remaining 850 are monitored part time for various reasons, e.g., Emergency Operating Centers (EOC's) that are occupied only during business hours or during an exercise/emergency and alternate/extension terminals that are connected to the 1,600 full-time terminals. NAWAS terminals are also located at certain U.S. Coast Guard facilities for alerting ships at sea, and the National Oceanic and Atmospheric Administration (NOAA) for dissemination of warning via the weather network.

Survivable and enduring transmission systems are being introduced into NAWAS to improve system response time and reliability of operations.

c. 1985 Accomplishments. In 1985, FEMA used a total of $13,792,000 and 24 workyears for this program element, of which $1,042,000 was under Salaries and Expenses and $12,750,000 was under Emergency Management Planning and Assistance. This funding provided for a continuous level of service and support for 2,457 terminals. An additional 4 terminals were added to the system. The System Development Program acquired and field tested a prototype low profile warning antenna for use in the NAWAS Low Frequency system.

d. Changes from the 1986 Estimates. Reflects a net decrease of $1,200,000: a decrease of $664,000 in Emergency Management Planning and Assistance due to a transfer of funds; a congressional reduction of $255,000 in Salaries and Expenses; and a reduction of $236,000 in Emergency Management Planning and Assistance and a reduction of $45,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $6,234,000 and 24 workyears to this program element, of which $1,010,000 is under Salaries and Expenses and $5,224,000 is under Emergency Management Planning and Assistance. The 1986 program provides for operation and maintenance of the present voice telephone system.

f. 1987 Program. FEMA requests a total of $6,246,000 and 27 workyears for this program element, an increase of $12,000 and 3 workyears from 1986. Included in this total are $1,063,000 for Salaries and Expenses and $5,183,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $6,523,000 and 27 workyears. The base program includes a net increase of $289,000; an increase of $281,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $10,000 for within-grade step increases; a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $2,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 3 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 request includes a decrease of $277,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the Civil Defense program is being finalized.

g. Outyear Implications. The existing nationwide voice telephone warning system will continue to disseminate warning to the civilian population. Additional terminals will be added as funding permits. In addition, FEMA has a continued requirement to modernize both warning centers, and for Low Frequency and Meteor Burst technologies to support a more survivable communication capability and as a complement to Government Preparedness initiatives.

2. Washington Area Warning System

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. The Washington Area Warning System (WAWAS) utilizes outdoor warning attention signals provided by pole and/or building mounted sirens to disseminate warning to the public. All sirens are government-owned and contractor maintained. In addition to siren coverage, an indoor bell and light warning network is installed at approximately 132 commercial and government offices. The bell and light network is leased from the serving telephone company and paid for by the user; FEMA leases the control circuit. A non-secure dedicated leased voice network interconnects the metropolitan emergency services headquarters, military bases, and police and fire departments. A government-owned and contractor maintained radio system provides a backup to portions of the dedicated voice network. The system is activated at either the Alternate National Warning Center or the FEMA Region III Communications Center collocated at FEMA's Olney, Maryland, facility.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,530,000 and 2 workyears for this program element, of which $83,000 was under Salaries and Expenses and $1,447,000 was under Emergency Management Planning and Assistance. The 1985 program included continued operation and maintenance of the system and initiation of a tone encoded VHF-FM radio siren activation system to provide more reliable control of the siren portion of the system. The radio activation system replaces the old system which was unreliable and most adversely affected during any emergency. Program efforts were as follows:

- $799,000 for operation and maintenance of 461 siren outdoor warning sirens.
- $13,000 for operation and maintenance of 33 Channel G radio stations.
- $87,000 for operation and maintenance of 40 GP-2200 telephone stations.
- $548,000 for the initial phase of the tone encoded VHF-FM radio siren activation system.

d. Changes From the 1986 Estimates. Reflects a net decrease of $534,000; a decrease of $505,000 in Emergency Management Planning and Assistance; and a reduction of $25,000 in Emergency Management Planning and Assistance and a reduction of $4,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $635,000 and 2 workyears to this program element, of which $80,000 is under Salaries and Expenses and $555,000 is under Emergency Management Planning and Assistance. Under this element, FEMA is funding the following:

- $430,230 for operation and maintenance of 461 outdoor warning sirens.
- $9,500 for operation and maintenance of 132 indoor bell and light terminals.
- $21,320 for operation and maintenance of 33 Channel G radio stations.
- $85,250 for operation and maintenance of 40 GP-2200 telephone stations.
- $8,700 for siren painting.

f. 1987 Program. FEMA requests a total of $636,000 and 2 workyears for this program element, a net increase of $1,000 from 1986. Included in this total are $85,000 for Salaries and Expenses and $551,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $665,000 and 2 workyears. The base program includes a increase of $30,000; an increase of $29,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $1,000 for within-grade step increases.

1987 Decreases. The 1987 request includes a decrease of $29,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate.

g. Outyear Implications. No outyear implications over the 1987 request.

3. FEMA National Teletype System

a. Authority. The Federal Civil Defense Act of 1950, as amended, U.S.C. App. 2251 et seq.

b. Objective/Element Description. The objective of this system is to provide a dedicated real-time narrative message capability serving FEMA Headquarters, a relocation headquarters, FEMA Regions, the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and selected Canadian Provinces.

The FEMA National Teletype System (FNATS) is a non-secure teletype message system utilizing two government-owned IBM 360/30 computers. One computer is installed in FEMA's Region III, Olney, Maryland Communication Center and serves FEMA Regions I, II, III, IV, and V and their associated States. The other computer is installed in FEMA's Region VIII, Denver, Colorado, Communication Center and serves FEMA Regions VI, VII, VIII, IX, and X and their associated States. The two message switching computers are connected with a 2400 BAUD data link.

All interconnecting circuitry, circuit multiplexing, and message preparation and receiving equipment is leased on a reimbursable basis through the U.S. Army Commercial Communications Office and Defense Commercial Communications Office.

c. 1985 Accomplishments. In 1985, FEMA used a total of $3,904,000 and 13 workyears for this program element, of which $443,000 was under Salaries and Expenses and $3,461,000 was under Emergency Management Planning and Assistance. This funding provided continued operation of FEMA's primary administrative message system.

d. Changes From the 1986 Estimates. Reflects a net decrease of $123,000: an increase of $70,000 in Emergency Management Planning and Assistance due to a transfer of funds; a congressional reduction of $109,000 in Salaries and Expenses; and a reduction of $65,000 in Emergency Management Planning and Assistance and $19,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,887,000 and 13 workyears to this program element, of which $430,000 is under Salaries and Expenses and $1,457,000 is under Emergency Management Planning and Assistance. This will provide the same level of operational service as in 1985, as well as initiating the first phase of the FNATS integration into the FEMA Switched Network as the latter is procured and placed on-line. A secure backbone capability will be required for this system.

f. 1987 Program. FEMA requests a total of $1,897,000 and 13 workyears for this program element, an increase of $10,000 over 1986. Included in this total are $452,000 for Salaries and Expenses and $1,445,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,974,000 and 13 workyears. The base program includes a net increase of $87,000: an increase of $84,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 for within-grade step increases; and a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15.

1987 Decreases. The 1987 request includes a decrease of $77,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the civil defense program is being finalized.

g. Outyear Implications. Phase II of the system modernization will be implemented as funding permits. This will extend the modern secure message capability to the remaining FEMA Switched Network (FSN) regions and to the 50 State EOC's, District of Columbia, Virgin Islands, Puerto Rico, and four Canadian Provinces at an approximate cost of $2,500,000.

4. FEMA National Voice System

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. The FEMA National Voice System (FNAVS) provides voice communication via dedicated leased lines on either a conference or individual basis from each Regional Headquarters to its respective State offices and their EOC's. To support emergency operations, inter-regional and regional-FEMA Headquarters voice service is provided by the Automatic Voice Network (AUTOVON). All circuits are leased on a reimbursable basis through the U.S. Army Commercial Communications Office and the Defense Commerical Communications Office.

c. 1985 Accomplishments. In 1985, FEMA used a total of $545,000 and 3 workyears for this program element, of which $90,000 was under Salaries and Expenses and $455,000 was under Emergency Management Planning and Assistance. This funding supported the FNAVS network which continued to provide State-level emergency/ disaster personnel, as well as FEMA regional personnel, with a dedicated voice network for conducting normal day-to-day administrative, and when necessary, emergency business.

d. Changes From the 1986 Estimates. Reflects a net increase of $453,000: an increase of $500,000 in Emergency Management Planning and Assistance due to a transfer of funds; and a reduction of $43,000 in Emergency Management Planning and Assistance and a reduction of $4,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,041,000 and 3 workyears to this program element, of which $87,000 is under Salaries and Expenses and $954,000 is under Emergency Management Planning and Assistance. This should provide the same level of service as in 1985 as well as integration of the FEMA National Voice System into the FEMA Switched Network.

f. 1987 Program. FEMA requests a total of $1,038,000 and 3 workyears for this program element, a decrease of $3,000 from 1986. Included in this total are $92,000 for Salaries and Expenses and $946,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,089,000 and 3 workyears. The base program includes an increase of $48,000; an increase of $47,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) and an increase of $1,000 for within-grade step increases. This funding level will provide for operation and maintenance of the FEMA National Voice System and continued integration into the FEMA Switched Network.

1987 Decreases. The 1987 request includes a decrease of $51,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the civil defense program is being finalized.

g. Outyear Implications. No outyear implications over the 1987 request.

5. FEMA National Radio System

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The FEMA National Radio System (FNARS) is a dedicated high frequency emergency voice and record communications system designed to provide survivable communications between Federal, State, and local government agencies.

This system utilizes single sideband voice and radio teletypewriter techniques. It is a government-owned system with equipment installed in each FEMA Region, FEMA Headquarters, the Special Facility, 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam. In addition, FNARS provides a back-up to FNAVS and FNATS throughout the FEMA areas of responsibility.

c. 1985 Accomplishments. In 1985, FEMA used a total of $8,494,000 and 25 workyears for this program element, of which $940,000 was under Salaries and Expenses and $7,554,000 was under Emergency Management Planning and Assistance. This funding supported operation and maintenance of the FNARS network between each State EOC and the associated FEMA Region, and provided an upgrade of radio equipment at the Special Facility, Regions I, IV, V, VIII, and 18 State locations. Test equipment was calibrated by the U.S. Army on a cost reimbursable basis. The second phase of the communication-electronic (C-E) test equipment upgrade was accomplished for the Headquarters, Special Facility and Region III. This upgrade provided for replacement of obsolete C-E equipment to meet new requirements.

A procurement was initiated for very high frequency (VHF) portable/mobile repeater systems. This acquisition provided VHF Data Encrypted Standard (DES) radios for FEMA Regions I, III, V, IX, and X for short-range voice privacy emergency communications.

d. Changes From the 1986 Estimates. Relects a net increase of $846,000: a decrease of $279,000 in Emergency Management Planning and Assistance due to a transfer of funds; a congressional increase of $1,398,000 in Emergency Management Planning and Assistance and a reduction of $231,000 in Salaries and Expenses; and a reduction of $1,000 in Emergency Management Planning and Assistance and $41,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $3,814,000 and 25 workyears to this program element, of which $911,000 is under Salaries and Expenses and $1,903,000 is under Emergency Management Planning and Assistance.

This level of funding provides for operation and maintenance, and will provide for acquisition of communication terminals, ancillary equipment, and antennae for HF radio upgrade effort under FNARS.

f. 1987 Program. FEMA requests a total of $990,000 and 25 workyears for this program element, a decrease of $2,824,000 from 1986. Included in this total are $958,000 for Salaries and Expenses and $32,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $3,991,000 and 25 workyears. The base program includes a net increase of $177,000; an increase of $71,000 due to restoration of 1986 reductions under the Balanced Budget and Emerency Deficit Control Act of 1985 (P.L. 99-177); an increase of $9,000 for within-grade step increases; and a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15.

1987 Decreases. The 1987 request includes a decrease of $3,001,000 from the base program associated with the purchase of equipment in 1986.

g. Outyear Implications. FEMA projections indicate that it would take approximately $15,286,000 to complete the HF modernization effort in FEMA Regions II, VII, and IX, and the procurement of compatible solid-state HF equipment at approximately 26 states (approximately 24 states will have been upgraded through 1987) and at all possessions and territories.

6. Telecommunications Support Services

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C., App. 2251 et seq.

b. Objective/Element Description. This program element provides for the various types of equipment and services required for maintaining a communications capability which is not provided for elsewhere in FEMA's communications system or support program elements. Communications services under this program element include the following:

- Teletype services to receive weather data at the various FEMA locations for use in radioactive fallout predictions and data service from the NOAA to support the Emergency Electronic Simulations Facility in predicting nuclear fallout patterns;

- Protected cabling between the six Federal Regional Centers and the associate AT&T hardened circuit switching center;

- AUTOVON service for headquarters and inter-regional capability and to interface with elements of DOD and other agencies on a non-secure basis;

- Automatic Digital Information Network (AUTODIN) service for transmittal and receipt of data between Headquarters, regional offices, and DOD agencies;

- Facsimile, both secure and non-secure, capability utilizing AUTOVON, FEMA National Voice System, Federal Telecommunications System (FTS) or commercial circuits for transmission/receipt of vital charts, weather maps; etc.

- Dedicated teletype circuits to the network news services, Associated Press and United Press International to ensure that FEMA receives the latest information relating to crises and emergencies;

- Electronic Private Automatic Branch Exchange (EPABX) system to provide local voice/data exchange from common carrier vendors with state-of-the-art equipment. FEMA PABX systems provide for internal switching of incoming/outgoing telephone calls at the various FEMA locations;

- Tests and Exercises (T&E) provide all FEMA National program elements with dedicated personnel and equipment support for tests and exercises to ensure a sufficient and standard FEMA response to disaster situations. It also provides for multiple-use training support capabilities required to enhance integrated Federal, State and local operations during and after disasters;

- Expanded and enhanced emergency communications management and planning services; and

- Central direction and coordination in support of FEMA's National Emergency Management System (NEMS) for planning and implementation of telecommunications and information systems.

c. 1985 Accomplishments. In 1985, FEMA used a total of $5,949,000 and 9 workyears for this program element, of which $343,000 was under Salaries and Expenses and $5,606,000 was under Emergency Management Planning and Assistance. Funding provided for the following:

- $2,008,956 for continuation at the 1984 level of service which includes AUTOVON, AUTODIN, news and weather services, facsimile, protected cables; to include network and support systems for the EICC and the National Emergency Training Center (NETC).

- $2,039,280 for continued expansion of switching systems at FEMA Headquarters and acquisition of EPABX switching systems for Regions I, II, III, V, VII, and IX. These EPABX systems will provide a modern and flexible telecommunications switching capability integrating the administrative and emergency requirements of Headquarters and regions. Each system will permit connectivity to FEMA's Interagency Communications System (ICS), AUTOVON, General Services Administration (GSA), FTS, specialized and common carrier systems, and will provide the basis for establishing an integrated nationwide FEMA communications network. The system will allow for regional administrative systems to be integrated into and become an integral part of the NEMS infrastructure and will provide up-to-date systems capable of performing a wide variety of emergency management functions automatically.

- $574,648 for telecommunications commercial circuit costs and enhancements for the Headquarters Communications Center. Enhancements included the lease of an Optical Character Reader (OCR) which will provide more efficient handling of message traffic; lease of a Washington Area Secure Facsimile (WASHFAX III) terminal which will provide the capability for access into the local secure facsimile network, and lease of Xerox (XMP-130) electronic message processing systems which will provide expeditious distribution of record traffic.

- $966,991 for administration of the Information Systems Planning Program frequency spectrum resources and requirements, radio communications plans and policies, the Automated Information Processing (AIP) Systems Security program; a vulnerability assessment of AIP systems to enhance protection; an enhanced and expanded video teleconferencing project; implementation of TVRO at selected regional locations, a voice mail pilot test; review and update of agency policy based on new Federal Informations Resources Management Regulations (FIRMR); and Wang word processing capability.

- $16,125 for acquisition of a omni-directional dual mode antenna for high frequency radio at FEMA Headquarters.

d. Changes From the 1986 Estimates. Reflects a net increase of $708,000: an increase of $960,000 in Emergency Management Planning and Assistance due to a transfer of funds; a congressional reduction of $84,000 in Salaries and Expenses; and a reduction of $153,000 in Emergency Management Planning and Assistance and $15,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $3,732,000 and 9 workyears to this program element, of which $333,000 is under Salaries and Expenses and $3,399,000 is under Emergency Management Planning and Assistance. This level of funding provides for the following:

- $1,839,000 for continuation of the 1985 level of service which includes AUTOVON, AUTODIN, news and services, facsimile, and protected cables.

- $1,310,000 for the EPABX program switching systems at regional locations requiring basic acquisition and/or additional enhancements.

- $250,000 for EENETC video teleconferencing service for FEMA.

f. 1987 Program. FEMA requests a total of $3,722,000 and 9 workyears for this program element, a decrease of $10,000 from 1986. Included in this total are $350,000 for Salaries and Expenses and $3,372,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $3,902,000 and 9 workyears. The base program includes a net increase of $170,000: an increase of $168,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15.

This funding level permits the following:

- Continuation of the 1986 level of service which includes AUTOVON, AUTODIN, news and services, facsimile, and protected cables.

- The EPABX program switching systems at regional locations requiring additional enhancements.

- EENETC video teleconferencing service for FEMA.

1987 Decreases. The 1987 request includes a decrease of $180,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the civil defense program is being finalized.

g. Outyear Implications. In 1988, FEMA will continue the EPABX switching system acquisitions at the field offices and begin the nationwide paging system. In addition, as funding permits, FEMA plans the installation of secure video teleconferencing systems at FEMA headquarters to interface with selected FEMA facilities and the initial acquisition of cellular telephones at the regions.

7. U.S. Army Civil Preparedness Detachment

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. The Support Detachments (37 reservists per unit) augment the communications and security programs in the regional facilities. Under normal conditions, the communications services required for planning and operations functions are provided by FEMA personnel. However, FEMA personnel are insufficient to staff these systems during emergencies requiring extended and continuous operation. Reserve personnel are trained and exercised in civil preparedness communications and warning operations during week-end drills and annual two-week training periods. They provide augmentation for communications and security programs in the regions in the event of general war and in periods of national emergency and/or increased national and international tension.

c. 1985 Accomplishments. In 1985, FEMA used a total of $988,000 and 5 workyears for this program element, of which $188,000 was under Salaries and Expenses and $800,000 was under Emergency Management Planning and Assistance. The program funds were used for Individual Training (weekend drills), Annual Training (two weeks) and Active Duty for Training (augmentation during personnel shortages, exercises, emergencies).

The program continued at the same level as 1984 at eight of the ten regions. Region II, New York, and Region VII, Kansas City, do not have reserve units.

d. Changes From the 1986 Estimates. Reflects a net increase of $118,000: an increase of $220,000 in Emergency Management Planning and Assistance due to a transfer of funds; a congressional reduction of $47,000 in Salaries and Expenses; and a reduction of $47,000 in Emergency Management Planning and Assistance and a reduction of $8,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,236,000 and 5 workyears to this program element, of which $183,000 is under Salaries and Expenses and $1,053,000 is under Emergency Management Planning and Assistance. This level will provide for the following:

- Continuation of the 37 person reserve units at Region I, Maynard MA; Region III, Olney, MD; Region IV, Thomasville, GA; Region V, Battle Creek, MI; Region VI, Denton, TX; Region VIII, Denver, CO; Region IX, San Francisco, CA; and Region X, Bothell, WA; and increases to 62 person reserve units at Region IV, Region VI; Region VIII; and Region X. These increases have been approved by Department of the Army and recruiting will begin in 1987.

- Training of reservists one weekend per month and two weeks per year, plus provide augmentation for exercises, emergencies, and/or to cover personnel shortages.

f. 1987 Program. FEMA requests a total of $1,237,000 and 5 workyears for this program element, an increase of $1,000 over 1986. Included in this total are $192,000 for Salaries and Expenses and $1,045,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,292,000 and 5 workyears. The base program includes a net increase of $56,000: an increase of $55,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15.

Services will continue as follows:

- Continuation of the reserve units at Region I, Maynard MA; Region III, Olney, MD; Region IV, Thomasville, GA; Region V, Battle Creek, MI; Region VI, Denton, TX; Region VIII, Denver, CO; Region IX, San Francisco, CA; and Region X, Bothell, WA.

- Training of reservists one weekend per month and two weeks per year, plus provide augmentation for exercises, emergencies, and/or to cover personnel shortages.

1987 Decreases. The 1987 request includes a decrease of $55,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the civil defense program is being finalized.

g. Outyear Implications. FEMA will examine the possibilities of forming 37 person reserve units at Region II, New York City, NY; and Region VII, Kansas City, MO.

8. Decision Information Distribution System

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. As a component of FEMA's NEMS, the Decision Information Distribution System (DIDS) is an integral part of the National Warning System and the Low Frequency and Meteor Burst Systems. The DIDS is fully operational with the transmitter site located at the Grace's Quarters Section of Aberdeen Proving Ground, Maryland. The system provides attack warning information to the Mid-Atlantic States to enhance warning capabilities. DIDS will be interconnected into the Low Frequency and Meteor Burst communications concepts of the Direction, Control and Warning System program in the outyears. Receivers will be provided to broadcast stations, commercial EOC's and NOAA weather radio stations to provide more efficient dissemination of the attack warning to the general populace.

c. 1985 Accomplishments. In 1985, FEMA used a total of $631,000 and 1 workyear for this program element, of which $36,000 was under Salaries and Expenses and $595,000 was under Emergency Management Planning and Assistance. Specific accomplishments included the following:

- Continued full-time operations of the transmitting facility;

- Continued routine maintenance of the site, grounds, and buildings;

- Developed a study to use the Federal Regional Center (FRC) at Olney, Maryland, as a primary control station in the Low Frequency communications program;

- Provided 65 receivers to key FEMA officials for use in case of an emergency.

d. Changes From the 1986 Estimates. Reflects a net decrease of $180,000: a decrase of $156,000 in Emergency Management Planning and Assistance due to a transfer of funds; and a reduction of $22,000 in Emergency Management Planning and Assistance and $2,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $517,000 and 1 workyear to this program element, of which $35,000 is under Salaries and Expenses and $482,000 is under Emergency Management Planning and Assistance. FEMA will continue: full-time operations of the transmitting facility; and routine maintenance of the site, grounds, and buildings.

f. 1987 Program. FEMA requests a total of $516,000 and 1 workyear for this program element, a decrease of $1,000 from 1986. Included in this total are $38,000 for Salaries and Expenses and $478,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $542,000 and 1 workyear. The base program includes an increase of $25,000: an increase of $24,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $1,000 for within-grade step increases.

1987 Decreases. The 1987 request reflects a decrease of $26,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the civil defense program is being finalized.

g. Outyear Implications. No outyear implications over the 1987 request.

9. DOD Reimbursable Support

a. Authority. The Federal Civil Defense Act of 1950, as amended, U.S.C. App. 2251 *et seq*.

b. Objective/Element Description. The Department of Defense (DOD) provides support for communications and electronics functions on a reimbursable basis. The support is to ensure that the communications and warning systems meet the national security, State and local requirements and operational readiness.

c. 1985 Accomplishments. In 1985, FEMA used $750,000 and no workyears for this program element under Emergency Management Planning and Assistance. Support was provided by DOD on a non-reimbursable basis, except for the direct costs associated with specific programs which are included in other individual program elements. The following are examples of the support provided by DOD:

- Site survey, engineering, installing, testing, and accepting secure communications equipment at regional locations.

- Site survey, engineering, installing, testing, and accepting FNARS replacement at regions and States.

- Engineering, installing, testing, and accepting the communications center at the Multi-Use Training Facility.

- Calibration of equipment at various FEMA sites.

- Preventive and emergency antenna maintenance.

- Military augmentation and assistance.

d. Changes from the 1986 Estimates. Reflects a net decrease of $175,000: a decrease of $146,000 in Emergency Management Planning and Assistance due to a transfer of funds; and a reduction of $29,000 in Emergency Management Planning and Assistance due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $650,000 and no workyears to this program element under Emergency Management Planning and Assistance. Support in 1986 requires continuation of leased services maintenance, logistics, engineering, installation, test and acceptance, calibration, and military augmentation. The following are known requirements which will continue or be completed in 1986:

- Site survey, engineering, installing, testing and accepting secure communications equipment at regional locations.

- Site survey, engineering, installing, testing and accepting FNARS replacement at regions, States, Possessions, and Territories.

- Calibration of equipment at various FEMA sites.

- Preventive and emergency antenna maintenance.

- Military augmentation and assistance.

f. 1987 Program. FEMA requests $645,000 and no workyears under Emergency Management Planning and Assistance for this program element, a decrease of $5,000 from 1986.

1987 Base Program. The 1987 request includes a base program of $679,000 and no workyears. The base program includes an increase of $29,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177). These resources provide for continuation of ongoing services and projects at the 1986 level.

1987 Decreases. The 1987 request includes a decrease of $34,000 from the base program. This reduction will essentially permit the same level of funding as in the 1986 current estimate while a report on the redirection of the civil defense program is being finalized.

g. Outyear Implications. No outyear implications over the 1987 request.

10. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App 2251 et seq.

b. Objective/Element Description. The personnel and related costs in this request provide for the management, administration, coordination, operation, and maintenance of the warning and communications systems described in the elements above. Telecommunications and warning systems personnel and/or support services are provided by FEMA Headquarters and regional personnel at 81 dispersed locations. Personnel work closely with military and civilian agencies, with the communications community, and with State and local governments to provide and coordinate technical assistance and guidance for the enhancement, and operation, and interoperability of emergency telecommunications, and warning capabilities.

c. 1985 Accomplishments. In 1985, FEMA used a total of $3,165,000 and 82 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Telecommunications and Warning program.

d. Changes from the 1986 Estimates. Reflects a decrease of $864,000: a congressional reduction of $726,000 in Emergency Management Planning and Assistance; and a reduction of $138,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $3,069,000 and 82 workyears to this program element under Salaries and Expenses. Program and management support of the warning and communications systems in the Telecommunications and Warning program will continue.

f. 1987 Program. FEMA requests $3,230,000 and 85 workyears under Salaries and Expenses for this program element, an increase of $161,000 and 3 workyears over 1986.

1987 Base Program. The 1987 request includes a base program of $3,230,000 and 82 workyears. The base program includes a net increase of $161,000: an increase of $138,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $32,000 for within-grade step increases; a decrease of $11,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $2,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase to achieve the targeted workyears in the 1986 current estimate.

This funding provides for continuation of management, administration, operation, and maintenance of the warning and communications systems under Telecommunications and Warning.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

CIVIL DEFENSE
(Dollars in Thousands)

I. Automatic Data Processing Estimates by Program Elements	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Salaries and Expenses (Budget Authority)...........	CD-137	20	$2,073	20	$2,391	14	$1,856	10	$1,747	-4	-$109
Permanent Workyears											
Headquarters......................		20		20		14		10		-4	
Regions............................		...		...		...		...		...	
Total, Permanent...............		20		20		14		10		-4	
Total Workyears.....................		20		20		14		10		-4	
Targeted Workyears..................		...		...		10		...		...	

Changes from Original 1985 Estimates

Reflects a congressional reduction of $452,000.

Reflects a reduction of $83,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

I. Automatic Data Processing	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$769	$816	$575	$445	-$130
11.3 Other than full-time permanent	25	...	. .	...	...
11.5 Other personnel compensation	7	15	5	5	...
11.8 Special personal services payments	11	...	...	...	...
11.9 Total personnel compensation	812	831	580	450	-130
Personnel Benefits					
12.1 Civilian personnel	87	87	67	53	-14
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	6	...	40	...	-40
Non-Personnel Costs					
21.0 Travel and transportation of persons	4	4	4	4	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	..	...	...
23.2 Rental payments to others	. .	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	1	100	94	102	8
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	1,163	1,129	835	887	52
26.0 Supplies and materials	...	90	86	91	5
31.0 Equipment	...	150	150	160	10
32.0 Lands and structures	....	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,073	2,391	1,856	1,747	-109

i. Automatic Data Processing (ADP)

This program element provides computer support (people and machines) for FEMA's Civil Defense programs. This activity is one of three interdependent activities which fund FEMA's total automatic data processing support. The other parts can be found under Government Preparedness and Management and Administration/ADP.

1. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, *et seq*.

b. Objective/Element Description. The objective of this element is to provide reliable, responsive, and cost effective computer support for Civil Defense programs.

c. 1985 Accomplishments. In 1985, FEMA used $2,073,000 and 20 workyears for this program element under Salaries and Expenses. A major objective has been to develop in three phases a Distributed Data Processing (DDP) System which will be an integrated framework for information systems that have broader flexibility and connectivity for emergency management purposes. Phase I and II have been completed and work has commenced on Phase III. The three Phases are:

- Phase I was an interim computer upgrade of the central processing units (Sperry 1100/61's and 21-4020 terminal clusters) which moved FEMA into a limited DDP environment necessary to provide increased processing to meet FEMA's ADP and information systems.

- Phase II was the installation of a limited number of minicomputers as a first initiative in the total DDP plan to provide a flexible capability for classified systems. The first two phases were merely a prelude that provided for dramatic increases in the Agency's capabilities while moving toward the full implementation of a DDP System in Phase III.

- Phase III will be a transitional conversion and implementation of prioritized FEMA functional requirements into a DDP system. Working within the present funding constraints, this transition will require several years (est. 5 years). Using existing equipment, the Phase III concept will provide connectivity among Federal, Regional, and State levels of government for emergency management purposes. This final phase will complete the ADP portion of the National Emergency Management System (NEMS) which is a consolidation of telecommunications and ADP into an integrated framework of systems which have broad flexibility, interoperability, and government-wide compatibility. This plan involves careful management of resources in personnel training, machine capacity, and operating hours.

Support was provided for Civil Defense in the following major areas:

- Continued the effort to incorporate additional data files into the integrated NEMS data bases.

- Continued conversion of non-standard computer software to standard languages to take advantage of new computer resources.

- Provided computational support in the areas of planning, preparedness, mitigation, response and recovery, and crisis relocation.

- Continued development of emergency response capabilities for crisis management reporting.

- Produced reports from the Critical Emergency Data Files for FEMA Regions I, II, III, and IV in preparation for Hurricane Diana.

- Special resource data reports were prepared from Critical Emergency Data Files for cities of Los Angeles, San Francisco, Dallas, and New Orleans.

- Over 100,000 transactions were edited and input to the National Facility Survey/Reception and Care Survey (NFS/RAC) and reports were produced on a monthly basis.

- Over 60,000 update transactions were received and entered into the Radiological Defense (RADEF) Station Inventory system and reports were forwarded to users.

- The Natural Hazard Vulnerability Survey (NHVS) was completed and tested with live data and reports were created and provided for distribution to the Regions, States, and locals.

d. Changes from the 1986 Estimates. Reflects a decrease of $535,000: a congressional reduction of $452,000 in Salaries and Expenses and a reduction of $83,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,856,000 and 14 workyears to this program element under Salaries and Expenses. The reduction in workyears reduces computer support to the program areas. Future new software applications will be developed and existing software applications will be maintained on a priority basis.

Support will be provided to these major initiatives:

- Continue the effort to incorporate additional data files into the integrated NEMS data bases.

- Provide computational support in the areas of planning, preparedness, mitigation, response and recovery, and crisis relocation.

- Continue development of emergency response capabilities for crisis management and reporting.

- Continue to provide data bases, damage analysis and other analytical support for the Population Protection and Protection of Industrial Capability programs.

f. 1987 Program. FEMA requests $1,747,000 and 10 workyears under Salaries and Expenses for this program, a decrease of $109,000 and 4 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $1,963,000 and 14 workyears. The base program includes a net increase of $107,000; an increase of $83,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 of within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $21,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 4 workyears to achieve the targeted workyears in the 1986 current estimate.

Civil Defense support will include the following: data processing personnel and equipment; software and its documentation; ADP services for teleprocessing and local batch processing; and ADP-related services; such as, conversion, training, studies, systems analysis and design, programming, and equipment operations.

1987 Decreases. The 1987 request includes a decrease of $216,000 from the base program. The decrease is for one-time costs in 1986 associated with the reduction in personnel.

g. Outyear Implications. The plan is to transcend into a DDP system within the present funding constraints over a five-year period. Systems will be converted; training and technical assistance will be provided; and a fully integrated National Emergency Management ADP System will be established. This system will provide connectivity among Federal, Regional, and State levels of government for emergency management programs. Because of funding constraints, the conversion to the Phase III DDP will be slow and require the retention of the existing equipment which will result in ADP support for about 80% of expressed program requirements, decreasing each succeeding year. This will impact the Agency's programs and operational readiness. Due to both technological advancement and to the diversity and structure of FEMA's programs, the future trend will be for placing computers close to the user. In the late 1980's, an analysis will be initiated to develop a strategy for satisfying requirements for the 1990's.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
Activity Overview

The programs which comprise this activity are designed to enhance State and local capabilities to prepare for, respond to and mitigate disasters and emergencies other than nuclear attack. These programs are technically diverse yet are interrelated, and State and local governments are requested to coordinate programs to develop a multihazard, functionally integrated approach to emergency planning and response activities within these areas. Efforts will be directed toward identifying opportunities to develop programs within this activity which support and complement each other, thereby enabling State and local governments to utilize more effectively and efficiently available funds and resources. Under this concept of program integrstion and coordination, FEMA has embarked upon an improved method for implementing its programs, the Integrated Emergency Management System (IEMS).

IEMS stresses an integrated functional approach to the management of emergencies across the full spectrum, including: natural disasters such as tornadoes, hurricanes floods and earthquakes; technological disasters such as explosions, release of hazardous materials, accidents involving radiological materials, nuclear power plant accidents, and resource shortages; and possible attack. IEMS stresses the preparedness elements common to emergencies across the full spectrum, while at the same time recognizing elements unique to specific types of emergencies. In 1986, FEMA began to implement this integrated functional approach to emergency management planning at the Federal, State and local levels. This process will continue into 1987 when the preliminary results of the State and local hazard vulnerability/capability assessments will be assessed for program decisionmaking. Under IEMS the emergency management infrastructure supported through the civil defense program provides additional expertise, resources, and support for the programs which comprise Comprehensive Emergency Preparedness Planning (CEPP).

In 1985, FEMA began developing software which will provide for the application of the Exercise Evaluation and Simulation Facility (EESF) model to programs within CEPP. EESF was initially developed to support the fixed nuclear facilities program of Radiological Emergency Preparedness, but it has modeling application in other areas where FEMA provides support to State and local governments as part of the Integrated Emergency Management Information System (IEMIS). Currently being developed is a public domain regional evacuation analysis computer model for use by State and local governments in evaluating hurricane evacuation plans. Other applications of EESF will be in the areas of dam breaks, toxic spills and earthquake preparedness.

The major programs of Comprehensive Emergency Preparedness Planning are as follows:

- Disaster Preparedness Improvement Grants, which provide for the maintenance and improvement of natural disaster mitigation, preparedness, response, and recovery plans.

- Earthquake, which provides for the development of a comprehensive framework of mitigation, organized and individual preparedness, and response plans for all levels of government, development and adoption of improved seismic design and construction standards for use by Federal agencies, State and local governments, and private industry, and overall leadership and coordination by the National Earthquake Hazards Reduction Program.

- Hurricane, which provides technical and financial assistance for the development of population preparedness and property protection projects in 24 high-risk areas.

- Hazardous Materials, which provides for the development of preparedness plans and a response capability to hazardous materials emergencies.

- Dam Safety, which provides for the coordination and monitoring of activities which enhance the safety of Federal and non-Federal dams and provides technical assistance to State and local governments as well as the private sector on the design, construction, maintenance, and operation of safe dams.

- Hazard Mitigation Assistance, which provides for the development of multi-hazard approaches to mitigation.

- Policy and Planning, which provides for management and executive direction for the above programs to assure that appropriate program execution at the State and local levels is achieved.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Disaster Preparedness Improvement Grants 1/..........	CEP-8	1	...	3	...	1	...	1	...	...	...
B. Earthquake........................	CEP-9	10	$5,673	25	$4,696	18	$4,283	23	$4,475	5	$192
C. Hurricane.........................	CEP-22	4	899	9	896	5	858	6	896	1	38
D. Hazardous Materials..............	CEP-25	4	232	15	250	6	191	7	200	1	9
E. Dam Safety........................	CEP-32	2	484	5	482	2	413	3	432	1	19
F. Hazard Mitigation Assistance.....	CEP-36	3	245	6	250	4	191	5	200	1	9
G. Policy and Planning..............	CEP-39	...	...	18	...	15	...	16	...	1	...
H. Salaries and Expenses............	CEP-41	...	1,244	...	2,780	...	2,691	...	2,832	...	141
Total, Comprehensive Emergency Preparedness Planning (Budget Authority)....		24	8,777	81	9,354	51	8,627	61	9,035	10	408
Permanent Workyears											
Headquarters......................		17		49		44		44		...	
Regions...........................		7		32		7		17		10	
Total, Permanent...............		24		81		51		61		10	
Total Workyears.....................		24		81		51		61		10	
Targeted Workyears..................		...		...		61		...		...	

1/ Funded under Disaster Relief.

Changes From Original 1986 Estimates

Reflects an increase from a transfer of funds betwen programs.
$32,000 - Salaries and Expenses

Reflects a congressional reduction of $371,000.
-$221,000 - Earthquake
-$50,000 - Hazardous Materials
-$50,000 - Dam Safety
-$50,000 - Hazard Mitigation

Reflects a reduction of $388,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$192,000 - Earthquake
-$38,000 - Hurricane
-$9,000 - Hazardous Materials
-$19,000 - Dam Safety
-$9,000 - Hazard Mitigation Assistance
-$121,000 - Salaries and Expenses

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$1,008	$2,377	$2,283	$2,401	$118
11.3 Other than full-time permanent	9	...	...	...	...
11.5 Other personnel compensation	11	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	1,028	2,377	2,283	2,401	118
Personnel Benefits					
12.1 Civilian personnel	104	247	268	282	14
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	7	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	105	156	140	149	9
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	4	...	...	...	...
24.0 Printing and reproduction	130	37	...	...	...
25.0 Other services	4,446	3,568	3,903	4,079	176
26.0 Supplies and materials	1	...	...	...	...
31.0 Equipment	2	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	2,950	2,969	2,033	2,124	91
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	8,777	9,354	8,627	9,035	408

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	...	...	...	...	...
11.3 Other than full-time permanent...........	...	...	...	...	...
11.5 Other personnel compensation.............	...	...	...	...	...
11.8 Special personal services payments.......	...	...	...	...	...
11.9 Total personnel compensation.............	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel.......................	...	...	...	...	...
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.................	...	...	...	...	...
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges..................	$4	...	...	...	...
24.0 Printing and reproduction................	130	$37	...	...	...
25.0 Other services...........................	4,446	3,568	$3,903	$4,079	$176
26.0 Supplies and materials...................	1	...	...	...	...
31.0 Equipment................................	2	...	...	...	...
32.0 Lands and structures.....................	...	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	2,950	2,969	2,033	2,124	91
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	7,533	6,574	5,936	6,203	267

SALARIES AND EXPENSES
COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)

OBJECT CLASS		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation						
11.1	Full-time permanent	$1,008	$2,377	$2,283	$2,401	$118
11.3	Other than full-time permanent	9	...	...	...	...
11.5	Other personnel compensation	11	...	...	...	...
11.8	Special personal services payments	...	...	...	...	...
11.9	Total personnel compensation	1,028	2,377	2,283	2,401	118
Personnel Benefits						
12.1	Civilian personnel	104	247	268	282	14
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	7	...	...	...	...
Non-Personnel Costs						
21.0	Travel and transportation of persons	105	156	140	149	9
22.0	Transportation of things	...	...	...	...	...
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0	Printing and reproduction	...	...	...	...	...
25.0	Other services	...	...	...	...	...
26.0	Supplies and materials	...	...	...	...	...
31.0	Equipment	...	...	...	...	...
32.0	Lands and structures	...	...	...	...	...
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	...	...	...	...	...
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		1,244	2,780	2,691	2,832	141

A. Disaster Preparedness Improvement Grants

1. **Authority.** Disaster Relief Act of 1974, as amended, Section 201 (d), 42 U.S.C. 5121 *et seq*.

2. **Objective/Element Description.** The objective of the Disaster Preparedness Improvement Grants (DPIG) program. Is the development and maintenance of plans, programs, and capabilities for natural disaster preparedness and prevention. A one-time, nonmatching $250,000 grant was provided to States for preparation of comprehensive disaster plans. All participants have produced disaster and emergency plans, and all of these development grants are now completed. DPIG funding provides, from the Disaster Relief Fund appropriation, up to $25,000 on a maximum 50% Federal grant matching basis, for "improving, maintaining and updating State disaster assistance plans" and, by extension, for related emergency mitigation and operational preparedness activities.

   The development and maintenance of capability (comprehensive plans and practicable programs) by States for preparation against natural disasters is a continuing need. The DPIG funding assistance to the States is intended to meet this need spanning the full range of emergency management programs--preparedness, mitigation, response and recovery. By assessing disaster preparedness capabilities, States can identify priority needs and use DPIG funds to address the most critical need for improving disaster capabilities.

3. **1985 Accomplishments.** In 1985, FEMA used a total of $1,361,000 and 3 workyears for this program, of which $40,000 was under Salaries and Expenses and $1,325,000 was under the Disaster Relief Fund. This funding supported Improvement Grants of up to $25,000 each, out of a potential 59. Emphasis was on further integration of this support with that provided by other program activities contributing to emergency management and preparedness.

4. **Changes from the 1986 Estimates.** Reflects a net decrease of $107,000; a decrease of $48,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $57,000 under the Disaster Relief Fund and a reduction of $2,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. **1986 Program.** In 1986, FEMA is allocating a total of 1,306,000 and 1 workyear for this program, of which $38,000 is under Salaries and Expenses and $1,268,000 is under the Disaster Relief Fund. This will provide for 53 Improvement Grants of up to $25,000 each, out of a potential 59. In order to update State and local disaster assistance plans to reflect statutory and other program changes. FEMA will develop products which emphasize further preparedness, mitigation, response and recovery plans, and capabilities so as to assure coordination and integration of program activities with emergency management efforts under other programs; plan for specific disaster contingencies requiring special or unique responses; support improvement of State and local capabilities to make use of Federal Disaster Relief assistance; and continue work on procedures for State/local coordination and training.

6. **1987 Program.** FEMA requests a total of $1,366,000 and 1 workyear for this program element, an increase of 210,000 over 1986. Included in this total are $41,000 for Salaries and Expenses and $1,325,000 from the Disaster Relief Fund.

1987 Base Program. The 1987 request includes a base program of $1,366,000 and 1 workyear. The base program includes a net increase of $60,000; an increase of $59,000 due to restoration of 1986 reductions under the Balance Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $1,000 for within-grade step increases.

Emphasis will be on further integration of disaster preparedness activities with those of other programs and maintenance of capability for emergency management and preparedness.

1987 Increases/Decreases. None

7. Outyear Implications. In 1988 and the outyears, DPIG funding will provide a means for States to enhance and maintain continually their preparedness, mitigation, response, and recovery plans and capabilities for all hazards and emergencies and to assure integration and coordination of program activities for emergency management and preparedness.

B. Earthquake

1. Authority. The Earthquake Hazards Reduction Act of 1977, U.S.C. 7701 et seq.

2. Objective/Element Description. The potential for catastrophic losses of life and property, injuries, and economic and social disruption as a result of a major earthquake was recognized by Congress in establishing the National Earthquake Hazards Reduction Program (NEHRP). The goals of the NEHRP are to reduce, abate, and mitigate these potential losses through a program which includes the following:

- Research into the causes of earthquakes;
- Improved knowledge and application of earthquake resistant construction techniques;
- Coordinated Federal, State, and local earthquake preparedness; and
- Increased public and private sector earthquake awareness and education.

The major participating agencies of the NEHRP are the U.S. Geological Survey (USGS), the National Science Foundation (NSF), and the National Bureau of Standards (NBS), with FEMA assigned responsibilities for leadership and coordination of all NEHRP activities. In particular, the NEHRP assigns FEMA three basic responsibilities:

- To act as lead Agency in planning and coordinating the activities of all Federal agencies in the NEHRP;
- To develop a comprehensive framework for mitigation and response plans for all levels of government and site specific plans for selected high- and moderate-risk areas with large concentrations of population and industry; and

- To develop improved seismic design and construction provisions for use by Federal agencies, State and local governments, and private industry.

In estimating the population at risk, there is evidence that approximately 44 States are subject to some degree of earthquake risk, although the actual risk varies from State to State. Twelve areas of high population/high risk which have been identified as being particularly vulnerable are as follows: Northern California (San Francisco), Southern California (Los Angeles and San Diego), Puget Sound (Washington), Salt Lake City (Utah), Anchorage (Alaska), Honolulu (Hawaii), Boston (Massachusetts), Charleston (South Carolina), Central United States (Arkansas, Indiana, Illinois, Kentucky, Mississippi, Missouri, Tennessee), Upper New York State, Puerto Rico, and the Virgin Islands. Property at risk in the identified hazard areas is substantial. Recently, the Earthquake Engineering Research Institute has established that roughly half of the annual national investment in new construction in the United States (over $236 billion) is located in seismic regions.

To address these risks, FEMA has undertaken program activities in the following fields:

- Seismic Design - This program activity develops and disseminates standards, practices, and technical assistance materials to reduce the hazards from earthquake to new buildings (Federal and non-Federal), existing buildings (Federal and non-Federal), lifelines (new and existing, Federal and non-Federal), and provides support for related applied research activities.

- State and Local Hazards Reduction Planning Support - This program activity provides financial and technical assistance to State and/or local governments in selected high-and moderate-risk areas. This assistance typically supports the following range of activities, depending on the unique needs of the risk area: State Seismic Advisory Boards; Hazard Identification, Vulnerability Assessment; Preparedness and Response Planning; Mitigation Planning; and Public Awareness/Education.

- Federal Response Planning - This program activity coordinates the activities of 24 Federal and private organizations in developing, exercising, and implementing the National Plan for Federal Response to a Catastrophic Earthquake as well as the development of Federal Regional plans to support the National Plan.

- Earthquake Education and Information Transfer - This program activity develops and tests a variety of ways to encourage the adoption of effective measures to reduce individual and community vulnerability to earthquake hazards; and disseminates state-of-the-art knowledge and technology via guidance material, workshops, and hazard mitigation courses designed to address information needs of specific audiences within the public and private sectors.

- Mitigation and Multi-Hazard Planning - This program activity develops and implements multi-hazard preparedness planning activities by initiating and supporting prototypical projects in selected geographic areas for possible application to other areas of the Nation.

As lead Agency in the NEHRP and at the request of Congress, FEMA initiated the development and independent review of a Five-Year Program Plan for the NEHRP. This plan, submitted to Congress in January 1985, is currently being implemented. The justification which follows is organized, to the extent possible, by objectives designated to FEMA in the Five-Year Program Plan. In cases where the objective titles are different from those used in the Five-Year Plan, the Plan titles are in parentheses.

3. 1985 Accomplishments. In 1985, FEMA used a total of $6,197,000 and 10 workyears for this program, of which $524,000 was under Salaries and Expenses and $5,673,000 was under Emergency Management Planning and Assistance.

With these resources, FEMA accomplished the following activities in support of the NEHRP:

a. Seismic Design (Seismic Design and Engineering Research) -

(1) New Federal Buildings -

- Continued support for the Interagency Committee on Seismic Safety in Construction (ICSSC).
- Completed, through the ICSSC, balloting of a draft Federal seismic standard.
- Formulated, through the ICSSC, a draft Executive Order requiring Federal agencies to incorporate seismic safety considerations with respect to new buildings, existing buildings, lifelines systems, leased facilities, and other Federal construction activities.
- Field tested through the ICSSC, the post earthquake investigations response plan, updated to reflect changes from the table-top exercise of 1984.
- Through the ICSSC, published a draft handbook on technical issues relating to seismic design as well as the proceedings of four educational workshops held during the year to train Federal officials on seismic building issues.

(2) New Non-Federal Buildings -

- Initiated the preparation of a plan for a long-term effort to disseminate and encourage the adoption of *NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings* (NEHRP Provisions) through professional and governmental organizations.
- Initiated the second and final ballot of the *NEHRP Provisions*.
- Completed a handbook on the societal implications, including costs, of adopting new and improved seismic provisions in a community, and a companion publication of selected readings.

- Initiated the preparation of a handbook on regulatory impacts of the NEHRP Provisions.

- Initiated the preparation of other materials to encourage widespread use of the NEHRP Provisions.

- Established the technical basis for updating the NEHRP Provisions (scheduled for publication in 1988) utilizing new knowledge derived from research and experiential data.

- Began a study to formulate criteria and a methodology for evaluating the effectiveness of the NEHRP Provisions in later years.

(3) Existing Hazardous Federal and Non-Federal Buildings -

- Completed the preparation of a long-range plan to identify strategies, technical approaches, and societal initiatives to abate the seismic hazards of existing non-Federal buildings, including conduct of an outreach program to build a broad consensus to support and implement the plan.

- Established a preliminary approach for dealing with existing hazardous Federal buildings.

(4) Lifelines - Initiated the preparation of a comprehensive, long-range plan to address seismic safety of new and existing lifelines.

(5) Related Support -

- Provided support to NBS so that it could provide technical expertise and assistance on seismic design matters to FEMA.

- Continued support of the National Academy of Sciences' (NAS) Committees on Earthquake Engineering and on Seismology.

(6) Earthquake Engineering Facility - In response to the 1984 National Research Council Report "Earthquake Engineering Facilities and Instrumentation" and at the request of the Science Advisor to the President, initiated with the National Bureau of Standards (NBS) the first phase of a feasibility and planning study for a full-scale earthquake testing facility in the U.S. This study will provide the data and understanding upon which a decision can be made for the construction of a National Engineering Facility.

b. State and Local Hazards Reduction Planning Support (State and Local Preparedness Planning)

- Implemented with the Central United States Earthquake Consortium (CUSEC), the first year of a 5-year work plan for the seven States of the Central U.S. Earthquake Preparedness Project (CUSEPP). This work plan, updated annually, is the primary forum for addressing the work tasks of CUSEPP. Projects were initiated to identify the means for managing response resources and to develop public awareness and education applicable to the seven State region, as well as projects specific to each of the seven States.

- Supported State earthquake hazard reduction activities in the following areas: Central United States (Illinois, Indiana, Missouri, Kentucky, Tennessee, Mississippi, and Arkansas); Southern California (Southern California Earthquake Preparedness Project (SCEPP); Northern California (Bay Area Regional Earthquake Preparedness Project (BAREPP), Washington, Alaska, Salt Lake City, Boston, Puerto Rico, and the Virgin Islands, New York, and Hawaii.

- Began implementation of the five-year work plan for a cooperative earthquake preparedness project with Mexico in the San Diego/Tijuana risk area. This effort is part of the Natural Hazards Mitigation Bilateral Agreements signed by the United States and Mexico.

- Supported activities of the Western States Seismic Policy Council, including an annual meeting.

- Published a Civil Preparedness Guide for state and local officials that provides guidance in defining the scope and study methodologies employed by FEMA's Earthquake Hazard Reduction Program.

- Intiated a study with the National Academy of Sciences to develop a standardized method for estimation of earthquake losses, particularly in high risk areas in the Eastern U.S. The method will be applied by State and local governments in earthquake preparedness planning projects.

c. Federal Response Planning

- Incorporated lessons learned from exercise RESPONSE 84 into revised Draft Four of National Plan for Federal Response to a Catastrophic Earthquake.

- Tested Draft Four and the FEMA Region IX (San Francisco) Earthquake Response and Assistance Plan during a joint exercise, named RESPONSE 85, involving Federal, State and local governments during June 1985.

- Published an after-action report documenting the lessons learned during RESPONSE 85 and recommending actions to improve Federal capability to respond to a catastrophic event.

d. Earthquake Education and Information Transfer

- Conducted with the co-sponsorship of USGS, awareness workshops on earthquake hazards and preparedness planning in Salt Lake City, Utah, Upper New York State, and Anchorage, Alaska and initiated planning for additional workshops in Seattle, Washington, the Central United States, Puerto Rico, and Utah.

- Provided support to the Natural Hazards Research and Communications Center in Boulder, Colorado.

- Provided support for the International Conference, "The Second Century of the Skyscraper."

- Began dissemination of approximately 20 prototypical earthquake preparedness, planning, and public awareness documents prepared by SCEPP to other earthquake prone areas.

- Continued support for earthquake education community outreach projects in Charleston, South Carolina; Memphis, Tennessee; and Puget Sound, Washington.

- Supported the revised pilot of the Earthquake Hazards Mitigation Course for Utility Lifelines and a train-the-trainer workshop to facilitate subsequent nationwide field deployment.

- Initiated development of training course module on non-structural Earthquake Hazards Mitigation for Hospitals.

- Developed and conducted a training course for FEMA personnel, covering topics relevant to the implementation of earthquake preparedness and mitigation programs.

- Initiated development of a training course module on Earthquakes and Fire Hazard Mitigation for high-rise, high-occupancy buildings.

- Provided support to the Children's Television Workshop (CTW) for the development of a multi-hazard public education project designed to provide children and their families with life safety information about earthquakes and other natural hazards.

e. Mitigation and Multi-Hazard Preparedness Planning

- Cooperated with the USGS in publishing a report on the feasibility of a nationwide program for the identification and mapping of landslide hazards.

- Supported the NAS Committee on Ground Failures which published the report: Reducing Losses from Landsliding in the United States.

- Initiated a study to identify mitigation opportunities within the banking and insurance industries.

- Completed the prototypical aspects of the pilot Utah multi-hazard mitigation planning project.

- Supported the NAS Committee on Seismology.

- Supported the NAS Committee on Natural Disasters that studied the Mexico City Earthquake.

4. Changes from the 1986 Estimates. Reflects a net decrease of $229,000: an increase of $233,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $221,000 in Emergency Management Planning and

Assistance; and a reduction of $192,000 in Emergency Management Planning and Assistance and a reduction of $49,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating a total of $5,379,000 and 18 workyears to this program, of which $1,096,000 is under Salaries and Expenses and $4,283,000 is under Emergency Management Planning and Assistance.

With these resources, FEMA plans to accomplish the following activities in support of the NEHRP:

a. Seismic Design (Seismic Design and Engineering Research)

(1) New Federal Buildings -

- Continue support for the Interagency Committee on Seismic Safety in Construction (ICSSC).
- Publish and disseminate the Seismic Standard for Federal Buildings balloted in 1985.
- With support of the ICSSC, initiate the appropriate document to ensure uniform application of the Federal building standards and procedures by the affected agencies, in compliance with the Executive Order, if latter is issued.

(2) New Non-Federal Buildings -

- Initiate the update of the 1985 Edition of the NEHRP Recommended Provisions for the Development of Seismic Regulations on the basis of new research and experiential data.
- Complete the plan to encourage widespread use of the NEHRP Provisions and start its implementation.
- Publish and disseminate complementary materials designed to encourage widespread use of the NEHRP Provisions.
- Initiate demonstration projects in communities interested in adopting new or improved seismic standards for new buildings based on the NEHRP Provisions.

(3) Existing Hazardous Federal and Non-Federal Buildings -

- Through the ICSSC, start preparation of guidelines for use of affected agencies on abating the seismic risk of existing, hazardous, high-priority buildings.
- Start implementation of the long-range plan completed in 1985, to improve seismic safety of existing non-Federal buildings, including preparation of a process to conduct a rapid, visual, on-site screening

to identify such buildings and a manual to identify and explain methodologies to evaluate the seismic residence of different of types of hazardous buildings for State and local use based on existing knowledge.

- Initiate a study to gather the typical cost that have been incurred in rehabilitating existing hazardous buildings of various types in different seismic zones.

(4) Lifelines - Continue preparation of the comprehensive, 5-year, long-range plan to address the seismic safety risks of Federal and non-Federal new and existing lifelines.

(5) Related Support -

- Provide support to NBS so that it may provide technical expertise and assistance on seismic design matters to FEMA.

- Continue support of the NAS Committees on Earthquake Engineering and Seismology.

b. State and Local Hazard Reduction Planning Support (State and Local Preparedness Planning)

- Provide support to the Central United States Earthquake Consortium (CUSEC) by beginning to implement high priority projects included in the five-year workplan developed by CUSEC for the Central United States Earthquake Preparedness Project.

- Continue the cooperative planning effort with Mexico in the San Diego/Tijuana area.

- Continue to support State earthquake hazard reduction activities in the high risk areas of the Central United States, Hawaii, Washington, Utah, Massachusetts, South Carolina, New York, Puerto Rico, Virgin Islands, Alaska, and Southern (SCEPP) and Northern (BAREPP) California.

- Publish a manual for FEMA's Earthquake Hazards Reduction Programs that provides management procedures for administering the program by FEMA Regional and Headquarters personnel.

- Continue support for the Western States Seismic Policy Council.

- Continue support of the National Academy of Sciences' Earthquake Loss Estimation Methods Study initiated in 1985, to include the review of earthquake loss information needs of State and local governments and earthquake preparedness agencies, and the evaluation of the loss-estimation methods developed in meeting these needs.

c. **Federal Response Planning**

- Complete a final draft for Federal agency review and concurrence, and publish a final National Plan for Federal Response to a Catastrophic Earthquake.
- Revise and finalize FEMA Region IX Earthquake Response and Assistance Plan.
- Develop planning guidance to initiate response planning in all regional areas to address catastrophic earthquake risk in other areas of the country.
- Conduct workshops and planning meetings to address issues identified during RESPONSE 85, and improvements to plans based on lessons learned from Mexican earthquake.
- Initiate design and development of Headquarters and selected Regions (e.g., Region IX and Region VIII for Salt Lake City risk) exercises, to include a tabletop and full-field exercise.

d. **Earthquake Education and Information Transfer**

- Conduct with the co-sponsorship of USGS, awareness workshops on earthquake hazards and preparedness planning in Seattle, Washington, the Central United States, Puerto Rico, and Utah.
- Evaluate pilot community outreach projects in Charleston, South Carolina, Memphis, Tennessee, and Puget Sound, Washington to include recommendations for future sponsoring of additional multi-hazard, multi-use outreach centers.
- Co-sponsor, with public and private sector entities, the Third National Conference on Earthquake Engineering in Charleston, South Carolina.
- Complete development and pilot test of: (1) training course module on Earthquakes and Fire Hazard Mitigation for High Rise, High Occupancy, Building, and (2) training course on non-structural Earthquake Hazards Mitigation for hospitals.
- Continue delivery of training course on Earthquake Hazards Mitigation for utilities.
- Complete field test and publish Guidebook for Developing a School Earthquake Safety Program.
- Continue support of the Natural Hazards Research and Applications Center in Boulder, Colorado.
- Continue the transfer of SCEPP prototypical materials throughout the nation.

e. Mitigation and Multi-Hazard Preparedness Planning

- Continue support to the National Academy of Sciences' Committee on Ground Failure to study landslides and and land subsidence problems in the United States that increase community vulnerability to multiple hazards.
- Continue support to the NAS Committee on Seismology.
- Continue support to the NAS Committee on Natural Disasters to study major disasters.
- Complete a study of mitigation opportunities within the banking and insurance industries and identify policy options for FEMA.
- Initiate a multi-year project that will develop a methodology for analyzing historical data and information needed to establish the societal costs and benefits of natural hazards mitigation programs.
- Conduct an evaluation of the prototypical pilot Utah multi-hazard mitigation planning project undertaken in prior years; implement methodology in another location.

6. 1987 Program. FEMA requests a total of $5,628,000 and 23 workyears for this program, an increase of $249,000 and 5 workyears over 1986. Included in this total are $1,153,000 for Salaries and Expenses and $4,475,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $5,628,000 and 23 workyears. The base program includes a net increase of $249,000; an increase of $241,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $10,000 for within-grade step increases; a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $2,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 5 workyears to achieve the targeted workyears in the 1986 current estimate.

This request will enable FEMA to accomplish the following activities in support of the NEHRP:

a. Seismic Design (Seismic Design and Engineering Research)

(1) New Federal Buildings -

- With support of the ICSSC, continue to ensure application of the Federal seismic building standards and procedures by the affected agencies.
- Continue support to the ICSSC.

(2) New Non-Federal Buildings -

- Continue updating activities of the NEHRP Provisions.
- Continue implementation of the plan to encourage widespread use of the NEHRP Provisions and dissemination of complementary materials prepared in the previous years.
- Support demonstration project(s) in selected communities interested in adopting new or improved seismic standards for new buildings based on the NEHRP Provisions.

(3) Existing Hazardous Federal and Non-Federal Buildings -

- Through the ICSSC, continue preparation of guidelines for use of affected agencies on abating the seismic risks of existing, hazardous high-priority buildings.
- Complete preparation of the process to conduct rapid, visual, on-site screening of hazardous non-Federal buildings for use of local authorities.
- Continue development of the manual designed to evaluate the seismic resistance of hazardous buildings.
- Complete the study to define the typical costs of rehabilitating existing hazardous buildings.
- Initiate further implementation of the long-range plan prepared previously by starting the preparation of a handbook on setting retrofitting priorities for State and local officials, and by initiating a study to identify easy-to-apply techniques for estimating the cost of alternative rehabilitation methods for different types of buildings in different seismic zones.
- Support demonstration project(s) in selected communities interested in abating their seismically hazardous buildings.

(4) Lifelines - Complete preparation of the comprehensive 5-year plan to abate the seismic risks of Federal and non-Federal new and existing lifelines.

(5) Related Support -

- Provide support to NBS so that it may provide technical expertise and assistance on seismic design matters to FEMA.
- Continue support of the NAS Committee on Earthquake Engineering and Seismology.

b. State and Local Hazards Reduction Planning Support (State and Local Preparedness Planning)

- Continue support of the Central United States Earthquake Consortium (CUSEC) and continue implementation ot high priority projects identified in the multi-year work plan of the Central U.S. Earthquake Preparedness Project.
- Continue to support State earthquake hazards reduction activities in the high-risk areas of the Central United States, Alaska, Utah, Massachusetts, South Carolina, New York, Puerto Rico, Virgin Islands, Washington, Hawaii, and Northern (BAREPP) and Southern California.
- Continue cooperative planning efforts with Mexico in the San Diego/Tijuana risk area.
- Continue support for the Western States Seismic Policy Council.
- Complete test and disseminate a standardized earthquake loss estimation methodology for State and local governments' preparedness and mitigation activities.

c. Federal Response Planning

- Complete drafts of response plans in all FEMA Regions.
- Conduct workshop and tabletop exercises in Headquarters/selected Region(s)
- Review National Plan for Federal Response to a Catastrophic Earthquake and update as necessary.
- Conduct review of Regional response plans and revise as necessary.
- Continue design of full-field exercise, named RESPONSE 88, to involve selected State and local governments, and FEMA and other Federal agencies at national and regional levels.

d. Earthquake Education and Information Transfer

- Continue to co-sponsor with USGS, awareness workshops on earthquake hazards and preparedness in high seismic risk areas.
- Support development of an additional earthquake hazard mitigation course for a specific audience identified in the multi-year earthquake education curriculum plan.
- Initiate development of training course on Earthquake Hazards Identification and Vulnerability Analysis for local governments.

- Continue delivery of training courses on (1) Earthquake Hazards Mitigation for Utilities and (2) nonstructural Earthquake Hazard Mitigation for hospitals.
- Complete guidance package on community outreach projects and earthquake hazards mitigation course offerings for State and local jurisdictions.
- Initiate compilation, packaging, and nationwide dissemination of earthquake education curriculum.
- Continue support of Natural Hazards Research and Applications Center.
- Continue to publish and disseminate handbooks, manuals, public awareness documents, and guidance materials.

e. Mitigation and Multi-Hazards Planning

- Continue support to the National Academy of Sciences' Committee on Ground Failures.
- Continue support to the National Academy of Sciences' Committee on Seismology.
- Continue the project designed to develop a methodology to establish the societal costs and benefits of natural hazards mitigation programs.

1987 Increases/Decreases. None.

7. Outyear Implications. In 1988 and beyond, FEMA's emphasis will continue to be on increasing the capability of State and local governments to prepare for, respond to, and mitigate the effects of a catastrophic earthquake. Many of the identified risk areas will have completed vulnerability analyses and some preparedness components of their programs, and some will have begun to move into a maintenance mode through exercising and updating of their plans. Therefore, a level of protection of life and property from the risks associated with earthquakes not previously evidenced is possible. Mitigation activities for new buildings will increase, especially in encouraging incorporation of the NEHRP Design Provisions into State and local building codes and practices. Specific methods for improving the seismic safety of existing hazardous buildings and lifelines will begin to emerge and be implemented. Also, efforts will continue to enhance the Federal government's capability to effectively respond to the impact of a catastrophic earthquake.

The Five-Year Plan for the NEHRP was submitted to the Congress in 1985. This plan outlines the basic program of the NEHRP through 1989. Therefore, outyear activities to a large extent will be reflected in revisions to the Plan that will occur on a periodic basis and that will consider progress against the Plan based on actual appropriated funding levels, ongoing program evaluations, and the application of any new scientific information and technological advances resulting from ongoing earthquake research programs.

C. Hurricane

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.

2. Objective/Element Description. The goal of the hurricane program is to reduce, abate and mitigate the potential loss of life and property as a result of a hurricane disaster. In order to accomplish this goal, FEMA directs its efforts, with the cooperation and funding assistance of the Corps of Engineers and the National Weather Service, to the following 24 high population risk areas: Tampa Bay; Galveston/Houston; Southeast (New Orleans) and Southwest Louisiana; Southeast Florida; Tri-State (Florida panhandle, Alabama, Mississippi) Honolulu New Jersey; Southern Coast of Long Island; Puerto Rico; Virgin Islands; South Carolina Coast; Georgia Coast; Beaumont/Port Arthur; Corpus Christi; North Carolina; Brownsville, Texas/Matamoros, Mexico; Virginia Coast, Delaware Coast; Maryland Coast; Connecticut Coast; Rhode Island Coast; Boston Bay/Cape Cod; and Guam/Samoa/Trust Territories. Currently, activities are in process in 18 of these areas. Within these areas, FEMA undertakes quantitative hurricane preparedness studies that include population preparedness and property protection projects.

   The four basic elements comprising a population preparedness project are as follows:

   (1) A Technical Data Report, which documents the analyses required to accomplish the other three elements of population preparedness project. This report consists of a Hurricane Hazard Analysis that identifies the most probable areas of flooding and wind damage generally through the application of the SLOSH (Sea, Lake, Overland Surge from Hurricanes) model; a Vulnerability Analysis, a Behavioral Analysis, a Transportation Analysis, and a Shelter Analysis;

   (2) An Evacuation Implementation Plan;

   (3) A Public Information Program; and

   (4) A Hurricane Operations Exercise.

A property protection project consists of the following three basic elements:

   (1) A Technical Data Report, which also documents the analyses required to accomplish the other two elements of a property protection project. This report expands upon the Hurricane Hazard and Vulnerability Analyses prepared under the population preparedness project to include an inventory of structures, lifelines, and critical facilities that are in jeopardy from hurricane hazards;

   (2) A Recovery Implementation Plan; and

   (3) A Hurricane Hazard Mitigation Plan.

Completed hurricane population preparedness and property protection projects contribute to the overall development of State and local Emergency Operations Plans which thoroughly treat the unique requirements of hurricane preparedness while providing for broadly applicable capabilities in all emergency management functional areas. This planning approach exemplifies FEMA's philosophy under the Integrated Emergency Management System (IEMS) which strives to improve the capability of government at all levels to cope with any type of disaster situation.

3. 1985 Accomplishments. In 1985, FEMA used a total of $1,108,000 and 4 workyears for this program, of which $209,000 was under Salaries and Expenses and $899,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- Initiated hazard analyses for Chesapeake and Delaware Bays for hurricane population preparedness studies in Virginia and along the Delaware, New Jersey, and Maryland Coasts.
- Initiated a hazard analysis for a population preparedness project along the Georgia Coast.
- Continued population preparedness projects for Beaumont/Port Arthur, Texas; Honolulu, Hawaii; Puerto Rico; Tri-State area (Florida panhandle, Alabama, Mississippi); Southeast and Southwest Louisiana, North Carolina; and South Carolina Coast.
- Continued population preparedness and property protection projects for Corpus Christi, Texas.
- Continued population preparedness and property protection planning in the Brownsville, Texas/Matamoros, Mexico area. This effort is part of the Natural Hazards Mitigation Bilateral Agreements signed by the United States and Mexico.
- Published a Civil Preparedness Guide for State and local officials that provides guidance in defining the scope and study methodologies employed by FEMA's Hurricane Program; a Manual for the Hurricane Program that provides management procedures for administering the program by FEMA Regional and Headquarters personnel; and Hurricane public awareness brochures and booklets.

4. Changes from the 1986 Estimates. Reflects a net decrease of $50,000: a decrease of $1,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $38,000 in Emergency Management Planning and Assistance and $11,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating a total of $1,111,000 and 5 workyears to this program, of which $253,000 is under Salaries and Expenses and $858,000 is under Emergency Management Planning and Assistance. This will provide for the following:

- Continue population preparedness projects for Virginia; Maryland Delaware; New Jersey; Puerto Rico; Virgin Islands; Honolulu, Hawaii; and Georgia Coast.

- Complete population preparedness projects for the Tri-State area (Florida panhandle, Alabama, Mississippi); Southeast and Southwest Louisiana; and North and South Carolina Coast.
- Continue population preparedness and property protection projects for Beaumont/Port Arthur, Texas and Brownsville, Texas/Matamoros, Mexico.
- Provide support to the National Weather Service (NWS) to prepare SLOSH simulations for the Narragansett/Buzzards Bays as a prerequisite for the Connecticut, Massachusetts, and Rhode Island population preparedness projects.
- Continue to support the development of and publish hurricane public awareness brochures and booklets.

6. 1987 Program. FEMA requests a total of $1,162,000 and 6 workyears for this program, an increase of $51,000 and 1 workyear from 1986. Included in this total are $266,000 for Salaries and Expenses and $896,000 for Emergency Management Planning Assistance.

1987 Base Program: The 1987 request includes a base program of $1,162,000 and 6 workyears. The base program includes a net increase of $51,000; an increase of $49,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employes in grades GS/GM 11-15. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

The base program will provide resources for the following activities:

- Continue population preparedness projects for Honolulu, Hawaii; New Jersey; Puerto Rico, Virgin Islands; Brownsville, Texas/Matamoros, Mexico; Virginia; Maryland and Delaware and Georgia Coasts.
- Complete population preparedness and property protection projects for Beaumont/Port Arthur, Texas.
- Initiate population preparedness projects for the Connecticut, Massachusetts, and Rhode Island Coasts.
- Initiate hazard analyses for two high hazard areas to include Long Island Sound by providing support to the NWS for SLOSH model simulations.
- Continue to support the development of and publish hurricane public awareness brochures and booklets.

7. Outyear Implications. A comprehensive analysis of the hurricane preparedness program has been completed. This analysis considered:

- The need to provide SLOSH modeling for those completed studies for which it was unavailable when the study was originally performed;
- The need to upgrade existing studies to conform to FEMA's newly published program guidance; and
- The scheduling of new studies remaining to be performed based on current guidance, costs and level appropriations.

The results of this analysis estimate that FEMA will complete (or upgrade) all population preparedness projects by 1992 and all property protection projects by 1997. A priority is being placed on the population preparedness component of the program due to its emphasis on saving lives. Because of the extensive amount of property damage resulting from six landfalling hurricanes in 1985, FEMA is exploring the possibility of using other available Federal funds to initiate additional property protection studies in high risk areas.

D. Hazardous Materials

1. Authority. Executive Order 12148, July 20, 1979.

2. Objectives/Element Description. FEMA's objective is to provide leadership in hazardous materials emergency management through coordination of planning, preparedness, and response at the Federal level and through support and assistance to State and local governments to enhance their own capabilities.

There are two Federal coordinating mechanisms applied to the hazardous materials program: the National Response Team (NRT) and counterpart Regional Response Teams (RRT), one in each Region. These coordinating bodies carry out national planning and coordinate response activities for a broad range of hazardous materials contingencies related to both transportation and fixed facilities. Growing interest by the public and the Congress, particularly since the Mexico City and Bhopal tragedies, has created not only the impetus for more intergovernmental coordination but also stressed the need for a close working partnership between public and private organizations concerned with the management of hazardous materials emergencies.

In coordination with other Agencies through the NRT/RRT, the FRPCC/RAC, State and local governments, and with private organizations such as the Hazardous Materials Advisory Council, the Chemical Manufacturers Association, the National Council of State Legislatures and the National Emergency Management Association, FEMA will pursue the following objectives:

- Establish strong intergovernmental and private sector coordination of hazardous materials programs to protect the public health and safety.
- Emphasize public information and education in hazardous materials emergency preparedness, with emphasis or need for community involvement.

- Based on assessment of State and local needs provide increased technical assistance to develop State and local government's hazardous materials preparedness programs.

- Promote a systematic, comprehensive approach to hazardous materials training through coordination of public and private programs.

3. 1985 Accomplishments. In 1985, FEMA used a total of $441,000 and 4 workyears for this program, of which $209,000 was under Salaries and Expenses and $232,000 was under Emergency Managment Planning and Assistance. With these resources FEMA accomplished the following:

- Established a FEMA programmatic office responsible for program administration, development, evaluation, and coordination of hazardous materials program activity.

- Supported a needs assessment and feasibility study for establishing a HAZMAT planning basis for State and local preparedness planning.

- Initiated development of a five-year program plan for FEMA's hazardous materials program.

- Sponsored a national Workshop on Hazardous Material Curriculum development.

- Sponsored a national hazardous materials teleconference focused on the planning process for emergency managers at the State and local level.

- Conducted, in conjunction with the Department of Transportation (DOT), a hazardous materials training program evaluation as requested in 1984 by the Hazardous Materials Tranportation Authorization Act, as amended, (P.L. 98-559). This entailed an evaluation of the planning and training programs available from Federal-State-local private sources, a detailing of funds spent on training efforts during the period 1980-84 and recommendations on future funding for training.

- Commenced the revision of Planning Guide and Checklist for Hazardous Materials Contingency Plans.

- Initiated a hazardous materials public awareness program for State and local governments and, private sector related auidences.

- Enhanced the Agency support and participation in the NRT and the RRTs. Established and chaired the Preparedness Committee (PC) within the NRT. Participated in 22 NRT meetings and approximately 25 meetings of the PC and other NRT working groups, and 20 RRT meetings.

- Started the development of an information exchange program that will involve identifying data on successful planning and response techniques and establishing a dissemination system for this material.

- Developed an interagency strategy to respond to recommendations of the HAZMAT national curriculum workshop.

- Participated in about 15 workshops and seminars related to hazardous materials programs.
- Participated in the evaluation of four State and local emergency plans.

- Provided technical assistance and support to State and local governments in the development of exercise criteria needed to evaluate plans.

- Participated in the evaluation of three State and local exercises.

4. Changes from the 1986 Estimates. Reflects a decrease of $183,000: a decrease of $109,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $50,000 in Emergency Management Planning and Assistance; and a reduction of $9,000 in Emergency Management Planning and Assistance and a reduction of $15,000 Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating a total of $535,000 and 6 workyears to this program element, of which $344,000 is under Salaries and Expenses and $191,000 is under Emergency Management Planning and Assistance. With these resources FEMA will undertake the following:

- Technical Assistance:

  - Publish the revised Planning Guide and Checklist for Hazardous Materials Contingency Plans, as a multi-agency guidance document (FEMA/EPA/DOT).

  - Publish the revised guidance for developing State and Local Emergency Response Plans and Preparedness for Transportation Accidents involving radioactive materials.

  - Develop a hazardous materials resource directory for use by State, local, and private sector audiences.

  - Publish the results of the New Mexico Study which examined integration of hazardous materials planning into existing State preparedness plans.

  - Begin developing planning guidance for use of emergency organizations in preparedness planning, based on the parameters established in the planning basis study conducted in 1985.

- National/Regional Response Team Activities:

  - Review/revise the National Contingency Plan (NCP) and National Oil and Hazardous Substances Pollution Plan.

- Participate in 12 regular NRT and approximately 18 special meetings of NRT committees and work groups, and participate in 20 RRT meetings.
- Provide technical assistance and review approximately 15 State and local HAZMAT emergency preparedness plans.
- Participate in the evaluation of ten exercises of State and local plans.
- Provide technical support to Regions in the review of multi-agency preparedness plans (similar to Kanawha Valley, West Virginia).
- Participate in identification and publication of roles and responsibilities of the NRT member departments and agencies.
- Continue to provide leadership in the Preparedness Committee.
- Under the Preparedness Committee structure develop standards and criteria for evaluating State and local preparedness plans for hazardous materials emergencies.
- Participate in HAZMAT Training Committee established by the NRT.

° Program Development Activities:

- Initiate implementation of recommendations developed from the 1985 FEMA/DOT Study on HAZMAT training and planning programs available to State and local governments.
- Support the development of software which will add a hazardous materials accident scenario model to the Integrated Emergency Management Information System (IEMIS).
- Conduct four Multi-Regional Hazardous Materials Preparedness Conferences for State and local and private sector representatives.
- Continue HAZMAT information exchange system.
- Initiate a cooperative community education program comprised of case studies and actual response information for use by State, local, and private sector emergency representatives.
- In cooperation with the training and fire programs directorate, begin to implement the recommendations of the National Workshop on Hazardous Materials Curriculum and the National teleconference held in 1985.
- Establish enhanced two-way information system between headquarters and the regions on hazardous materials preparedness on exercising.

- Sponsor hazardous materials teleconferences on specific topics such as public information and training.

- Finalize and disseminate FEMA's five-year hazardous materials plan.

6. 1987 Program. FEMA requests a total of $561,000 and 7 workyears for this program, an increase of $26,000 and 1 workyear over 1986. Included in this total are $361,000 for Salaries and Expenses and $200,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $561,000 and 6 workyears. The base program includes a net increase of $26,000; an increase of $24,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

This will enable FEMA to do the following:

- Technical Assistance:
  - Establish a mechanism for the coordination of Federal hazardous materials activities of various agencies in support of State and local government preparedness and response activities, particularly the efforts of FEMA, DOT, and EPA.
  - Establish a system to assess current State and local capabilities to prepare for and respond to a hazardous material emergency on a continuing basis.
  - Continue the cooperative community education technical assistance program.
  - Expand State and local governments guidance for transportation accidents involving radioactive materials to include transportation accidents involving all types of hazardous materials and private sector organizations which are responsible for the shipment of these materials.
- National/Regional Response Team Activities:
  - Review/revise the National Oil and Hazardous Substances Pollution Plan to improve coordinated Federal response.
  - Provide technical assistance and review ten Regional and 25 State and local emergency preparedness plans.
  - Provide technical assistance and operational support to the RRT during actual incidents.

- Participate in the evaluation of 20 exercises of State and local plans.
- Based on information and experience in plan review and in evaluation of exercises, develop recommendations for plan revision or RRT training needs.

° Program Development Activities:

- Develop headquarters/regional work plans to begin implementation of five-year plan.
- Continue the development of software to support IEMIS for use of State and local governments in modeling hazardous material emergencies.
- Develop a planning and preparedness guidance document for use of State and local governments. (Similar to NUREG 0654/FEMA-REP-1 for nuclear power plants).
- Continue implementations of the recommendations of DOT/FEMA study.
- Design a system to obtain feedback and evaluate effectiveness of FEMA's hazardous materials program; identify recommended changes.

1987 Increase/Decreases. None. FEMA will do the following:

° Technical Assistance

- Develop a guide to HAZMAT personnel safety practices to include information on protective clothing, equipment, decontamination techniques and produce the materials for deployment through a field self-study program.
- Deploy above materials through a structured self-study program.
- Develop with industry, a monograph documenting successful approaches, costs, benefits and impacts of hazardous material emergencies for national dissemination.
- Produce a portable modular exhibit on hazardous materials information resources, which would house an audio/visual display of IEMIS capabilities and provide for interactive computer access to HAZMAT information.
- Develop guidance in such areas as: (1) Preparedness capability to respond to emergencies at major rail yards, (2) Evacuation requirements unique to hazardous materials emergencies, and (3) New technologies available for application to hazardous materials safety.

- **National/Regional Response Team Activities:**
  - Review/revise the National Oil and Hazardous Substances Pollution Plan and related regional and local plans to improve Federal response.
  - Participate in 12 regular NRT meetings and 20 RRT meetings, seminars and workshops.
  - Provide technical assistance to State and local governments in the development of exercise scenarios.
  - As requested, assist in State/local plan review and develop recommendations for changes.
  - Identify and publish document on roles and responsibilities of Federal agencies and other public organizations not represented on the NRT/RRT.
  - Review on-scene coordination reports or other sources of information for 10 major incidents and develop recommendations for changes to preparedness plans based on this review.
- **Program Development Activities:**
  - Conduct hazardous materials workshops for States and local personnel.
  - Produce guidance on development and conduct of hazardous material response plan exercises for use of State and local governments.
  - Continue support to the hazardous materials information exchange program.
  - Perform an analysis to determine exemplary State hazardous materials preparedness program. Develop a model program based on the analysis.
  - Sponsor HAZMAT teleconferences on issues like liability and risk management.

7. Outyear Implications. This 1987 request for a major increase in funding represents the Agency's efforts to implement a five-year plan designed to establish a viable hazardous materials program to meet the Agency's responsibilities to State and local governments and other entities. FEMA efforts will be directed to reducing the severity of hazardous materials accidents, when they occur, through enhanced State and local preparedness capability; to promoting a more responsive and coordinated delivery of Federal programs to support State and local efforts; and to establishing a strong continuing partnership of public and private organizations concerned with the management of hazardous materials emergencies.

E. Dam Safety

1. **Authority**. Executive Order 12148, July 20, 1979, Section 2-102.

2. **Objective/Element Description**. FEMA is designated as the Federal coordinator of efforts to enhance the safety of dams. This role involves identifying appropriate actions of Federal agencies to enhance dam safety and encouraging the use of FEMA's National Dam Safety Program in Federal, State, local, and private activities.

   The inventory of dams, completed by the U.S. Army Corps of Engineers in 1981, identified over 68,000 dams nationwide. Approximately 95%, or 64,000 are non-Federally owned of which 10,000 were classified as being a high hazard to the health and safety of the public, 2,900 were classified as unsafe and about 150 were determined to require emergency action. The States are responsible for ensuring the safety of non-Federally owned dams, yet only 24 States currently have adequate dam safety programs. Dam safety for the 4,000 Federally owned dams are the responsibility of the appropriate Federal department or agency.

   The goal of FEMA's Dam Safety Program is to enhance the safety of the Nation's dams, thereby protecting lives and property. The objectives of the program are to establish effective dam safety programs in each State; develop and encourage public awareness programs to increase public support for State dam safety programs; and utilize the Interagency Committee on Dam Safety (ICODS) to develop needed technical assistance materials for Federal and non-Federal dam safety programs.

   With respect to non-Federal dam safety, FEMA's Dam Safety Program includes: (1) Development of a model state dam safety program and its dissemination to States; (2) Preparation of public awareness materials; and (3) Transfer of technical assistance to States. These activities are designed to encourage States to fulfill their dam safety responsibilities in an effective manner.

   In addressing its Federal dam safety responsibilities, FEMA is assisted by ICODS, which FEMA chairs. The purpose of ICODS is to encourage the establishment and maintenance of effective Federal and State dam safety programs. Additionally, ICODS provides FEMA with an effective mechanism to coordinate and monitor Federal programs, policies and activities associated with dam safety, including agency compliance with the Federal Guidelines for Dam Safety. ICODS membership includes the major dam design, construction, financing and regulating departments and agencies of the Federal Government.

3. **1985 Accomplishments**. In 1985, FEMA used a total of $589,000 and 2 workyears for this program, of which $105,000 was under Salaries and Expenses and $484,000 was under Emergency Management Planning and Assistance. With these resources FEMA accomplished the following:

   - Continued coordination of overall Federal activities which included chairing the ICODS and monitoring member agency compliance with the Federal Guidelines for Dam Safety.

- Published the following technical assistance materials developed by ICODS: *Emergency Action Planning Guidelines for Dams*; *Training Courses Related to Dam Safety*; *Federal Guidelines for Selecting and Accommodating Inflow Design Floods for Dams*; and, *Federal Guidelines for Earthquake Analysis and Design of Dams.*

- Established and chaired an ICODS subcommittee to provide for a coordinated approach to the development and enhancement of State and local dam safety efforts by the Federal agencies currently involved in non-Federal dam safety.

- Initiated the development of a model State dam safety program under the auspices of the Association of State Dam Safety Officials.

- Supported the establishment and initial dissemination of a periodical through the Association of State Dam Safety Officials on current dam safety issues and activities in both the Federal and non-Federal sectors.

- Conducted six workshops on the application of the risk analysis methodology for future use by Federal, State, and local officials.

- Initiated development of a training module on the risk analysis methodology for future use by Federal, State, and local officials.

- Initiated the development of a roster of volunteer experts from both the Federal and private sectors to assist in conducting investigations after a dam failure through the National Academy of Sciences' Natural Disasters Committee.

- Co-sponsored 18 State dam safety workshops for Federal, State, and local officials; owners; engineers; and consultants to discuss dam safety problems and solutions.

- Supported the second National Dam Safety Conference sponsored by the Association of State Dam Safety Officials.

- Initiated an Update Assessment of State Dam Safety Programs.

- Initiated the development of dam safety manuals for dam inspectors and for dam owners/operators.

- Provided financial support to further the activities of the National Academy of Sciences' Water Technology Board.

- Supported the Electric Power Research Institute in the conduct of a workshop on Research and Development Needs for Dam Safety.

- Supported Stanford University in the conduct of a workshop on the current developments in the Dam Safety Management. Workshop alternates between MIT and Stanford each year and focuses on the emerging technical issues and advancements in dam safety.

4. Changes from the 1986 estimates. Reflects a decrease of $110,000: a decrease of $36,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $50,000 in Emergency Management Planning and Assistance; and a reduction of $19,000 in Emergency Management Planning and Assistance and a reduction of $5,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating a total of $523,000 and 2 workyears to this program, of which $110,000 is under Salaries and Expenses and $413,000 is under Emergency Management Planning and Assistance. With these resources FEMA plans to accomplish the following:

   - Continue coordination of overall Federal activities to include chairing the ICODS and monitoring member agency compliance with the Federal Guidelines for Dam Safety, the results of which will be published in a report.
   - Revise, as necessary, the technical manuals published in 1985, and in prior years.
   - Continue to chair the ICODS Subcommittee on Support to State and Local Dam Safety Programs.
   - Complete the development of a model State dam safety program under the auspices of the Association of State Dam Safety Officials.
   - Develop and publish a public awareness brochure on current dam safety issues.
   - Conduct 6-10 training sessions utilizing the risk/analysis training module developed in 1985.
   - Co-sponsor 6-12 State dam safety workshops for Federal, State, and local officials; owners; engineers; and consultants to discuss dam safety problems and solutions.
   - Publish the Update Assessment of State Dam Safety Programs.
   - Complete and disseminate the dam safety guidance manuals for dam inspectors and dam owners/operators.
   - Continue financial support to further the activities of the National Academy of Sciences' Water Technology Board.
   - Continue support to the National Academy of Sciences' Natural Disaster Committee for post-dam failure investigations.

- Initiate the development of an interagency training program for Federal and non-Federal inspectors of dams in coordination with the agencies of ICODS.
- Develop methodologies to update the Inventory of United States Dams.
- Assess the feasibility of a dam safety awareness video for use by the media to increase public support for strong State dam safety programs.
- Initiate a study on the cost of historical dam failures.

6. 1987 Program. FEMA requests a total of $548,000 and 3 workyears for this program, an increase of $25,000 and 1 workyear over 1986. Included in this total are $116,000 for Salaries and Expenses and $432,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $548,000 and 3 workyears. The base program includes a increase of $25,000: an increase of $24,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $1,000 for within-grade step increases. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

Funds will provide for the following:

- Continue coordination of overall Federal activities to include chairing the ICOLS and monitoring member agency compliance with Federal Guidelines for Dam Safety.
- Revise, as necessary, ICODS' and other technical manuals related to dam safety.
- Disseminate findings of the ICODS Subcommittee on Support to State and Local Dam Safety Programs.
- Disseminate and encourage adoption of the model state dam safety program developed by the Association of State Dam Safety Officials.
- Conduct 6-10 training sessions utilizing the risk-analysis training module.
- Co-sponsor 6-12 State dam safety workshops for Federal, State, and local officials, owners, engineers, and consultants to discuss dam safety problems and solutions.
- Update the Assessment of State Dam Safety Programs.
- Continue financial support to further the activities of the National Academy of Sciences' Water Technology Board.

- Support Stanford University in the conduct of the annual workshop "Current Developments in Dam Safety Management." This workshop alternates between MIT and Stanford University each year.
- Continue support to the National Academy of Sciences' Natural Disaster Committee for post-dam failure investigations.
- Continue support to the interagency training program for Federal and non-Federal inspectors of dams.
- Begin the updated inventory of U.S. dams.
- Coordinate the multi-agency development of the dam safety awareness video for use by the media and other interested parties.
- Complete and publish the study of the Cost of Historical Dam Failures.
- Support a project to develop a methodology for analyzing costs and benefits of mitigation programs with emphasis on dam safety.

1987 Increases/Decreases. None.

7. Outyear Implications. By 1990, FEMA anticipates that through its dam safety program, a level of capability in dam safety activities will have been achieved at the State and local levels. Dam safety programs will have been established in all of the affected States. FEMA's role vis-a-vis the States will be to provide technical assistance through the exchange of information on improved risk analysis methodologies and other engineering advances. FEMA will continue its activities at the Federal level with emphasis on strengthening ICODS, assuring Agency compliance with the Federal guidelines and supporting engineering applications research.

F. Hazard Mitigation Assistance

1. Authority. The Disaster Relief Act of 1974, Title II (P.L. 93-288), Comprehensive Emergency Preparedness Program.

2. Objective/Element Description. Disaster Response and Recovery (DR&R) experience has shown that the effectiveness of post-disaster efforts to mitigate hazards as part of the recovery process is enhanced greatly if the affected communities or areas had given some prior consideration to how the community could be rebuilt and made safer from future disasters at the same time. Without some kind of plan or policy statement devised in "peace" time, the pressures for redevelopment and return to "normal" are too great to allow the undertaking of serious changes in patterns of community development in the immediate post-disaster environment. Although FEMA leads inter-agency hazard mitigation teams which routinely identify problems and recommend hazard mitigation measures

within 15 days following flood disasters, the rapid identification of required measures is often not sufficient by itself to insure successful implementation. The Hazard Mitigation Assistance Program, authorized by Title II of P.L. 93-288 and funded under the Comprehensive Emergency Preparedness Program, is designed to provide some small amount of seed money to encourage pre-disaster planning in certain highly vulnerable communities. These communities can use these funds to initiate a process of estimating the kinds and locations of damages that would result from the occurrence of the hazard event to which it is subject, and to identify in advance the hazard mitigation opportunities that would be present, and the actions that would be necessary to capitalize on these opportunities. This program directly supports the ability of the Disaster Program to promote successful post-disaster mitigation.

3. 1985 Accomplishments. In 1985, FEMA used a total of $402,000 and 3 workyears for this program, of which $157,000 was under Salaries and Expenses and $245,000 was under Emergency Management Planning and Assistance. A number of hazard mitigation activities were funded through Emergency Planning and Assistance, all of which were designed to promote mitigation at the State and local levels. Program administration, development and evaluation activities included the following:

- Developed Program guidelines for use by Regional Office staff in implementation of the program.
- Fully integrated the program as an ongoing activity into the Comprehensive Cooperative Agreement process.
- Provided technical assistance to Regional Office staff and State and local grantees in submitting applications and undertaking projects.
- Initiated eleven projects in 9 Regions which will result in initiation or completion of predisaster hazard mitigation plans in these highly vulnerable areas.

4. Changes from the 1986 Estimates. Reflects a net decrease of $29,000: an increase of $40,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $50,000 in Emergency Management Planning and Assistance; and a reduction of $9,000 in Emergency Management Planning and Assistance and a reduction of $10,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986 FEMA is allocating a total of $406,000 and 4 workyears for this program, of which $215,000 is under Salaries and Expenses and $191,000 is under Emergency Management Planning Assistance. Program administration, evaluation and development activities will include the following:

- Preparation of a State Hazard Mitigation Plan for the State of Rhode Island, which concentrates on the coastal mitigation opportunities arising from Hurricane Gloria in October, 1985.
- A maintenance plan for New Castle County, Delaware, to improve operation of tidal flood control gates.

- Development of a mitigation handbook for North Carolina coastal communities.
- Preparation of a rising lake level study for the State of Minnesota, including a hydrologic and structural inventory of 20 lakes within the State.
- Development of a multi-hazard mitigation plan for Lewis and Clark County, Montana, with an emphasis on local input.
- Preparation of Hazard Mitigation Plan for the Waldof/Alsea Bay region of Lincoln County, Oregon. This area now faces an immediate services threat of coastal flooding due to the erosion of a protective sands pit off-shore.
- Identification of 8-10 high hazard areas that would benefit from pre-disaster hazard mitigation planning and initiate projects in these areas.
- Evaluation of products of 1985 projects and enter relevant action items into the disaster/mitigation profiles that are being developed for each State during 1986.
- Performance a site-specific follow-up and evaluation if a disaster occurs in any project area or community.

6. 1987 Program. FEMA requests a total of $426,000 and 5 workyears for this program, an increase of $20,000 and 1 workyear over 1986. Included in this total are $226,000 for Salaries and Expenses and $200,000 for Emergency Management Planning Assistance.

1987 Base Program. The 1987 request includes a base program of $426,000 and 5 workyears. The base program includes a net increase of $20,000; an increase of $19,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 of within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

In 1987 FEMA expects to continue the pre-end post disaster State and local hazard mitigation planning currently funded under HMA. The following accomplishments will be emphasized in 1987.

- Creating an awareness of hazards to guide State and local decision-makers in routine activities which may have a long range impact.
- Identifying significant long term mitigation measures and set the stage for implementation in a post-disaster situation and in day-to-day decision making.

- Capitalizing on special targets of opportunity where functionally specific or site specific mitigation can provide significant benefits.
- Serving as an impetus to further hazard mitigation planning on the part of the State, regional or local governments.
- Complementing, where possible, other FEMA, Federal, State or local hazard mitigation projects through cost sharing.
- Continued identification of target high hazard communities and initiation of pre-disaster hazard mitigation planning activities.
- Continued evaluation of program impacts in the effectiveness of disaster response.

1987 Increases/Decreases. None.

7. Outyear Implications. As more of the historically disaster-prone communities in the country can be assisted in initiating a hazard mitigation plan, effectiveness of FEMA's post-disaster mitigation efforts will be enhanced resulting in substantial net savings.

G. Policy and Planning

1. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; Executive Order 12148; and the Earthquake Hazards Reduction Act of 1977, U.S.C. 7701 et seq.

2. Objective/Element Description. Beginning in 1986, this is a new program element for the Comprehensive Emergency Preparedness Planning activity. The purpose of this element is to account for the managerial and administrative function that must be performed to support State and local programs. These functions are as follows:

   - Budget preparation and execution;
   - Financial management and procurement activities;
   - Personnel activities;
   - Program analysis and evaluation; and
   - Training support.

   The performance of these functions ensures that the execution of program management responsibilities is efficient and cost effective.

3. 1985 Accomplishments. This program did not exist as a separate entity in 1985.

4. Changes from the 1986 Estimates. Reflects a decrease of $76,000: a decrease of $47,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $29,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is requesting $635,000 and 15 workyears under Salaries and Expenses for this program. Under this element, executive direction, management, and coordination for FEMA's delivery of programs to State and local governments will be provided. In particular in 1986, these resources will provide for the following:

- The identification of additional automation requirements to enhance capabilities to monitor and analyze programs;
- The implementation of a monitoring system to account for and analyze the procurement activities of the programs;
- The development of training curricula to reflect the requirements identified for 1986;
- The development and pilot testing of policies and procedures required to institute the IEMS within the CEPP program;
- The institution of IEMS within the programs based on the experience received from the pilot test to expand the current base of program knowledge; and
- The conduct of vulnerability assessments to ensure that the CEPP programs have effective systems of internal controls in place.

6. 1987 Program. In 1987 FEMA requests a total of $669,000 and 16 workyears for this program, an increase of $34,000 and 1 workyear over 1986.

1987 Base Program. The 1987 request includes a base program of $669,000 and 16 workyears. The base program includes a net increase of $34,000; an increase of $29,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $7,000 for within-grade step increases; a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $1,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase to achieve the targeted workyears in the 1986 current estimate.

Under this element, FEMA will continue to provide executive direction, management, and coordination for the delivery of FEMA's programs to State and local governments. The 1987 program will emphasize continued integration of automated systems as well as application of the IEMIS throughout all CEPP programs. Field implementation of the Hazard Identification and Capability Assessment/Multi-Year Development Plan (HICA/MYDP) will be completed. Increased emphasis will be placed on expanding existing program evaluation and program analysis capabilities.

7. Outyear Implications. No outyear implications over the 1987 request.

H. Salaries and Expenses

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; Executive Order 12148; the Earthquake Hazards Reduction Act of 1977, U.S.C. 7701 et seq.; and the Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with Comprehensive Emergency Preparedness Planning program and management activities in disaster preparedness improvement grants, earthquake, hurricane, hazardous materials, dam safety, hazard mitigation assistance and policy and planning. The primary program objective is to provide assistance to State and local governments in developing and maintaining preparedness capabilities to respond to, mitigate and recover from the effects of disastrous events.

3. 1985 Accomplishments. In 1985, FEMA used $1,244,000 and 24 workyears for this program under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the programs that comprise the Comprehensive Emergency Preparedness Planning activity.

4. Changes from the 1986 Estimates. Reflects a net decrease of $89,000: an increase of $32,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $121,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $2,691,000 and 51 workyears to this program under Salaries and Expenses. This will provide program and management support in the following programs: Disaster Preparedness Improvement Grants; Earthquake; Hurricane; Hazardous Materials; Dam Safety; Hazard Mitigation Assistance; and Policy and Planning. This level of funding will support 51 of the 81 workyears allocated to these programs.

6. 1987 Program. FEMA requests $2,832,000 and 61 workyears for this program, a net increase of $141,000 and 10 workyears over 1986.

1987 Base Program. The 1987 request includes a base program of $2,832,000 and 51 workyears. The base program includes a net increase of $141,000; an increase of $121,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $27,000 for within-grade step increases; a decrease of $10,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $3,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 10 workyears to achieve the targeted workyears in the 1986 current estimate.

These resources will provide program and management support for the following programs: Disaster Preparedness Improvement Grants; Earthquake; Hurricane; Hazardous Materials; Dam Safety; Hazard Mitigation Assistance; and Policy and Planning.

1987 Increases/Decreases. None

7. Outyear Implications. No outyear implications over the 1987 request.

RADIOLOGICAL EMERGENCY PREPAREDNESS
Activity Overview

Radiological Emergency Preparedness (REP) activity was initiated by FEMA in response to the President's assignment of December 7, 1979, which requested FEMA to take the lead in offsite emergency response planning for commercial nuclear power facilities. Subsequently, in U.S. Nuclear Regulatory Commission (NRC) Appropriations Authorization legislation (P.L. 96-295 and P.L. 97-415), FEMA was assigned a role in offsite radiological preparedness in the NRC licensing of commercial nuclear power plants. The fixed nuclear facilities program encompasses all efforts dealing with offsite preparedness for commercial nuclear power plant facilities, material license holders. Commercial nuclear power plant facilities refer to those nuclear power facilities either licensed or with the potential to be licensed by the NRC for the commercial production of electrical power. In most cases, they are owned by private sector corporations. Material license holders include a variety of medical and industrial users of nuclear materials.

The President further directed FEMA, in Executive Order 12241 of September 29, 1980, to prepare a Federal response plan for commercial nuclear power facility accidents. Under the terms of the FEMA/NRC Memorandum of Understanding of April, 1985, FEMA also reviews offsite planning and preparedness for material license holder sites.

As part of its activities in the REP program, FEMA participates in and chairs the Federal Radiological Preparedness Coordinating Committee (FRPCC). The FRPCC consists of the following agencies: FEMA, NRC, DOE, DOD, Department of Transportation (DOT), Department of Commerce (DOC), Department of Health and Human Services (HHS), U.S. Department of Argiculture (USDA), Department of Interior (DOI), and the Environmental Protection Agency (EPA). The FRPCC assists FEMA in providing policy direction for the program of Federal assistance to State and local governments in their radiological emergency planning and preparedness activities. The FRPCC subcommittees aid in carrying out its functions; e.g., research, training, and emergency preparedness to assure minimum duplication and maximum benefits to State and local governments.

The Integrated Emergency Management System (IEMS), FEMA's strategy of developing a common function approach to emergency management, is supported through a suite of simulation modules, formerly known as the Exercise Evaluation and Simulation Facility (EESF) project. These modules are now part of FEMA's Integrated Emergency Management Information System (IEMIS). Although EESF was designed to support the exercise component of the REP program, its modeling applications are currently being adapted in other areas where FEMA provides support to State and local governments. As an IEMIS supplement, a public domain regional evacuation analysis computer model is under advanced development for use by State and local governments in developing and evaluating hurricane evacuation plans. Other applications of IEMIS will be in the areas of dam breaks, critical materials movement, toxic spills, floods, and earthquake preparedness. Future discussions of this topic will address these capabilities as IEMIS modules.

In 1987, legislation will be proposed to establish a fee structure through the NRC to reimburse the Treasury for one-half of the cost of the REP budget.

RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Fixed Nuclear Facilities.......	REP-6	69	$3,581	64	$3,581	62	$3,427	60	$3,581	-2	$154
B. Salaries and Expenses..........	REP-18	...	2,887	...	2,478	...	2,771	...	2,919	...	148
Total, Radiological Emergency Preparedness (Budget Authority)..................		69	6,468	64	6,059	62	6,198	60	6,500	-2	302
Permanent Workyears											
Headquarters......................		19		18		19		19		...	
Regions...........................		50		46		43		41		-2	
Total, Permanent...............		69		64		62		60		-2	
Total Workyears.....................		69		64		62		60		-2	
Targeted Workyears..................		...		...		60		...		...	

Changes From Original 1986 Estimates

Reflects an increase from a transfer of funds between programs.
$418,000 - Fixed Nuclear Facilities

Reflects a reduction of $279,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$154,000 - Fixed Nuclear Facilities
-$125,000 - Salaries and Expenses

RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$2,366	$1,867	$2,163	$2,276	$113
11.3 Other than full-time permanent	38	30	...	...	...
11.5 Other personnel compensation	18	10	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	2,422	1,907	2,163	2,276	113
Personnel Benefits					
12.1 Civilian personnel	260	201	254	267	13
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	7	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	198	370	354	376	22
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	2	23	...	20	20
25.0 Other services	3,574	3,558	3,427	3,561	134
26.0 Supplies and materials	5	...	...	...	...
31.0 Equipment	...	...	....	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	6,468	6,059	6,198	6,500	302

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$2	$23	...	$20	$20
25.0 Other services	3,574	3,558	$3,427	3,561	134
26.0 Supplies and materials	5	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	3,581	3,581	3,427	3,581	154

SALARIES AND EXPENSES
RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$2,366	$1,867	$2,163	$2,276	$113
11.3 Other than full-time permanent	38	30	...	...	...
11.5 Other personnel compensation	18	10	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	2,422	1,907	2,163	2,276	113
Personnel Benefits					
12.1 Civilian personnel	260	201	254	267	13
12.2 Military personnel	...	...	...	...	..
13.0 Benefits for former personnel	7	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	198	370	354	376	22
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	..	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	..	....	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	..	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,887	2,478	2,771	2,919	148

A. Fixed Nuclear Facilities

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.

2. Objective/Element Description. The fixed nuclear facilities program encompasses all efforts dealing with offsite preparedness for commercial nuclear power facilities, material license holders and appropriate DOD/DOE facilities. Commercial nuclear power facilities refer to those nuclear power plants either licensed or with the potential to be licensed by the NRC for the commercial production of electrical power. The primary goal of the program is to assist development of State and local offsite radiological emergency plans and preparedness within the emergency planning zone (EPZ) at these facilities. This is done to achieve reasonable assurance that appropriate protective action can be taken in the event of a radiological emergency at each fixed nuclear power facility. To date, program activities have been concentrated on commercial nuclear power facilities. There are a total of 78 commercial nuclear power facility sites, of which 63 are licensed to operate and 15 are currently under construction. For each of these sites there are multiple plans to be reviewed and exercised. For example, at the Seabrook facility two State plans and 25 local plans must be reviewed and exercised. The Limerick, Pennsylvania, facility requires over 40 plans. On the average, each site requires approximately one State and six local plans. Approximately 75% of these sites have developed plans; they have been submitted to FEMA by the Governor of the involved State for formal review. By the close of 1985, approximately 50% of the sites received formal plan reviews and approval under 44 CFR 350. Once a favorable FEMA finding has been issued, the process continues with annual plan updates, biennial joint exercises and remedial exercises for recertification purposes.

Findings and Determinations For Offsite Plans and Preparedness. FEMA Rule 44 CFR 350 (September 28, 1983) establishes procedures for the review and approval of State and local emergency plans and preparedness for offsite effects of radiological emergencies at nuclear power facilities. This procedure, described in detail below, results in findings and determinations for approval which are transmitted to the NRC for its use in the licensing process. The initial, formal approval of plans and exercises is usually the result of about two work-years of effort by FEMA staff. However, it is by no means a static, one-time effort. The fulfillment of annual periodic activity requirements must be certified. In addition, continuing review and evaluation of plans and exercises around nuclear power plants is required, even after the initial approval is given. This is necessary to take into account among other things, population shifts in the EPZ, changes in the definition of the nuclear hazard, and changes in State and local governmental structure and personnel.

State and local plans are developed in compliance with the joint FEMA/NRC planning standards published in 44 CFR 350 and in NUREG-0654/FEMA-REP-1. The State and local governments responsible for plan development submit the plans to the FEMA Regions for review and evaluation. The Regional Assistance Committee (RAC), the Regional component of the Federal Radiological Preparedness Coordinating Committee (FRPCC), assists the FEMA Regions in this review process.

At NRC's request, in accordance with the terms of a Memorandum of Understanding, FEMA also (1) provides interim findings on offsite preparedness at any time prior to a formal finding, and (2) responds to special petitions on offsite issues submitted to NRC under 10 CFR 2.206 of NRC regulations.

A critical component of the licensing process and offsite preparedness is the adequacy of alert and notification systems in the vicinity of commercial nuclear power facilities. To assure adequacy, FEMA requires a detailed engineering review of the system design and a public telephone survey at each of the 78 sites. Prior to 1984, procedures for performing these reviews and tests were not available. However, in 1984 FEMA began this testing process. It is anticipated that these initial tests will be completed for the most part, by the end of 1986, with the resultant findings being completed by mid-year 1987. Beginning in 1985, continuing annual operability and maintenance reviews were initiated for each site.

NRC proposed rule 10 CFR Parts 30, 40, and 70, would require approximately 30 material license holders to have emergency plans for responding to a release of radioactive material. Under the proposed rule, NRC would consult with FEMA under the terms of the FEMA/NRC Memorandum of Understanding on a case-by-case basis regarding offsite emergency plans for these facilities. Review of a limited number of plans and preparedness under 10 CFR 30, 40, and 70 is projected to begin in 1986. In addition, agreement States (Section 274 of the Atomic Energy Act, as amended) are expected to follow the procedures and guidance of the NRC regulations; FEMA will be commencing review of their activities in 1987.

Atomic Safety and Licensing Board (ASLB) Hearings. These hearings are conducted by NRC and are critical to the licensing process. When FEMA staff participates as expert witnesses, an average of six workmonths of effort is required. ASLB hearings can convene intermittently over a period of months, requiring written and oral testimony often by three or four FEMA witnesses. If an issue requires highly theoretical or esoteric knowledge, FEMA is sometimes obliged to seek contractor support services for the preparation of testimony.

Exercises. As a condition of FEMA's initial or continued approval of offsite preparedness, biennial preparedness exercises of these plans involving the utility and affected State and local governments are conducted for each of the commercial nuclear power facility sites. These exercises are reviewed and critiqued by FEMA and the involved Federal agencies in the RAC. Various public meetings are also held to explain the exercise process and results.

On a biennial exercise frequency, preparedness is tested in order to achieve reasonable assurance that appropriate action can be taken in the event of a radiological emergency. Unsuccessful demonstrations that do not lead to such assurances require remedial exercises to demonstrate that any deficiencies which adversely affect public health and safety have been corrected. Unexpectedly, despite the change to biennial requirements the total number of exercises requiring evaluation each year now equals the number required under the previous annual frequency. Any reduction in the number of offsite exercises due to the biennial frequency has been outweighed by: (1) the unexpected number of remedial exercises required; and, (2) the growth in the number of operating reactors and near-term operating licensees.

The requirement to test alert and notification systems, verify the results through public telephone surveys, and monitor the continued operability and maintenance of these systems, has necessitated the dedication of even more resources to the exercise component of the program.

Federal Response Plans. Executive Order 12441 directed FEMA to prepare Federal response plans for commercial nuclear power facilities. In September 1984, FEMA published the Federal Radiological Emergency Response Plan, which is the basis for Federal response to any peacetime radiological accident.

Integrated Emergency Management Information System (IEMIS). The Exercise Evaluation and Simulation Facility (EESF) project, now a module of the larger IEMIS system, provides data base support for the fixed nuclear facilities program including evacuation and plume modeling simulations. The application of state-of-the-art computer graphics terminals to the technically-sophisticated data base software allows for access of the system by Regional, State, and local governments. Several States and local governments have accounts on the system and plan to install compatible computer equipment in calendar year 1985-86. These include Louisiana, Tulsa, Hawaii, and New York. Interest has also been expressed by government agencies in Canada. The EESF system is fully integrated with the Emergency Information and Coordination Center (EICC) decision support system and is the base for FEMA's IEMIS. Another IEMIS module provides data base support to the REP program for purposes of tracking deficiencies and workload projections. IEMIS has been adopted as an umbrella agency program for providing computerized planning, exercising and response capabilities to Federal, State, and local members of the emergency management community.

Public Education and Training. FEMA is required by NUREG-0654 to evaluate public information materials disseminated annually to familiarize the public with the risks associated with nuclear power plants, to provide instruction on self-protective actions and to facilitate public cooperation with the smooth management of an actual emergency incident. FEMA has developed guidance to improve the quality of public information development and delivery. Its goal is maximizing the potential for public understanding, retention and application of information in time of emergency.

NUREG-0654 requires FEMA to determine programmatic requirements for training, evaluate existing sources of training and the quality of curriculum within the Federal government and at the State and local level, and implement training programs to address these specific requirements.

3. 1985 Accomplishments. In 1985, FEMA used a total of $6,468,000 and 69 workyears for this program, of which $2,887,000 was under Salaries and Expenses and $3,581,000 was under Emergency Management Planning and Assistance. FEMA's 1985 accomplishments in the fixed nuclear facilities program are listed below.

Findings and Determinations for offsite plans and preparedness. Each major site-specific formal determination is the result of about two workyears of effort. At the end of 1985, about 50% of these initial formal determinations were completed.

- 15 major, site-specific formal determinations of offsite plans and preparedness were provided under 44 CFR 35 after about two workyears of effort per site.

- 26 reviews were completed for plans and preparedness previously approved under 44 CFR 350.

- 24 interim findings on plans and exercises were provided at NRC's request. Each entailed about three workmonths of effort.

- 13 alert and notification site-specific findings. (About two workmonths of analysis by FEMA is necessary to validate the results of the alert and notification test/demonstrations against plan provisions.)

Atomic Safety and Licensing Board (ASLB) Hearings. These hearings are conducted by NRC and are critical to the licensing process. When FEMA staff participates as expert witnesses, an average of six workmonths per hearing of effort was required. Nine ASLB hearings were conducted where FEMA witnesses participated as expert witnesses.

Exercises. Joint exercises are the critical demonstration of the implementability of offsite plans around commercial nuclear reactors. Whether full-scale or small-scale, they involve an average of about 20 observers for one week. After that, about two workmonths per exercise are necessary for FEMA to issue the final exercise assessment and do follow-up on corrective action schedules.

- 47 joint exercises (utility, State, and localities) were conducted;

- 15 remedial exercises were conducted to resolve deficiencies discovered during previous joint exercises which affect public health and safety.

- 27 alert and notification (A&N) demonstration and public telephone surveys. A successful demonstration of A&N system is critical to a complete approval under 44 CFR 350.

Technical support services secured under contract with Argonne National Laboratory, Idaho National Engineering Laboratory and International Energy Associates Limited were necessary to help FEMA staff in the efforts listed above. One workyear was required to monitor the procurement activity.

- FEMA performed an extensive review of its proposed transition to a private sector management consultant contractor, who would have provided the technical support services supplied by ANL to assist FEMA staff in the above activities concerning plans and exercises. The review determined it was impractical and not cost effective to make the transition at this time.

Federal Response

- Published in the Federal Register the FRERP, concurred in by 12 participating Federal Agencies.

- Conducted two sessions of the FRERP training for Federal and State Officials at NETC.

- Conducted two sessions of the FRERP Demonstration in Atlanta and Chicago. These conferences demonstrated to Federal, State, and local governmental officials the response capabilities available from FEMA, NRC, DOE, and nine other Federal agencies.

- As an initial step in preparing for the second field exercise of the FRERP, scheduled for 1987, developed and gained interagency agreement on the goals and objectives of this exercise. Proposed an exercise management organization for planning and conducting the exercise.

Integrated Emergency Management Information System (IEMIS)

- Completed the initial steps to incorporate into the IEMIS operating system the modular format for uniformity of REP exercise observations and evaluations.

- Published FEMA-REP-6, 7 and 8 (IEMIS-related training manuals) and instituted their use in support of training activities at the National Emergency Training Center (NETC).

- Provided evacuation time estimates, including transient population estimation, at the request of the NRC for selected commercial nuclear power facilities.

- Developed regional evacuation model software for IEMIS.

Technical Assistance

- Continued providing interim guidance on design criteria, technical evaluations, and operability of alert and notification systems.

- Issued interim guidance on ingestion pathway planning and preparedness measures for State and local governments was drafted and coordinated extensively. This guidance will serve to enhance planning and exercises related to the ingestion pathway portions of State and local plans.

- Published guidance which established the requirements for a formal annual certification process of off-site preparedness at commercial nuclear power plants.

- Initiated development of a guidance document on the operation of a joint information center in a nuclear power plant incident.

- Developed draft guidance on administration of full participation exercises for FEMA Regions.

Public Education and Training

- FEMA conducted extensive reviews of the interim public education guidance document by the utility industry and the National Emergency Management Association (NEMA) representing State and local governments. A technical assistance program to apply public education and information guidance was pilot tested at four locations.

- FEMA published the guidance document on public information materials in the Federal Register for interim use.

- FEMA initiated planning on a program with EPA and DOE to develop, promote, and distribute secondary school curriculum materials on causes and effects of radiation.

- In cooperation with the National Emergency Training Center, FEMA established

  (1) a Plan of Instruction for a REP Evaluators Workshop to promote uniform evaluations among the FEMA Regions;

  (2) developed and deployed three Evacuation Planning and Response Actions Simulations training courses to teach emergency planners the sociological, technological, and traffic management aspects of emergency evacuations;

  (3) developed and deployed two courses to instruct Federal and State emergency managers in the Federal Radiological Emergency Response Plan;

  (4) conducted two user's conferences and seven training courses in the application and use of IEMIS software; and,

  (5) initiated the development of an Intermediate IEMIS course to augment experienced use of the system with more advanced capabilities.

4. Changes from the 1986 Estimates. Reflects a net increase of $139,000: an increase of $418,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $154,000 in Emergency Management Planning and Assistance and $125,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating a total of $6,198,000 and 62 workyears to this program element, of which $2,771,000 is under Salaries and Expenses and $3,427,000 is under Emergency Management Planning and Assistance.

   For commercial nuclear power facilities, new plan reviews will continue and preparedness improvement through exercises will be stressed. By the close of 1986, FEMA anticipates approximately 75% of these sites will have received initial formal reviews under 44 CFR 350. This number, like those listed below for final determinations and exercises, is somewhat contingent upon submittals of plans by the Governors of the affected States. FEMA resources will be used to achieve the following:

   - Findings and Determinations for offsite plans and preparedness. Each major site-specific formal determination is the result of about 2 workyears of effort.

     - 20 major, site-specific formal determinations of offsite plans and preparedness will be provided under 44 CFR 350;

- 41 reviews will be conducted for plans and preparedness previously approved under 44 CFR 350. In addition, annual certifications of State and local compliance with periodic requirements will be done for all sites.

- 30 interim findings will be provided on plans and exercises, as requested by NRC. (Each entails about three workmonths of effort.)

- 28 alert and notification site-specific findings. (About two workmonths of analysis by FEMA is necessary to validate the results of the alert and notification test/demonstrations against plan provisions.)

- Assist NRC or agreement States in reviewing approximately five offsite portions of emergency plans of nuclear material license holders.

• Atomic Safety and Licensing Board (ASLB) Hearings. These hearings are conducted by NRC and are critical to the licensing process. When FEMA staff participates as expert witnesses, an average of six workmonths per hearing of effort is required.

- 9 ASLB hearings are projected where FEMA staff will participate as expert witnesses.

• Exercises. Joint exercises are the critical demonstration of the implementability of offsite plans around commercial nuclear reactors. Whether full-scale or small-scale, they involve an average of about 20 observers for one week. After that, about two workmonths per exercise is necessary for FEMA to issue the final exercise assessment and do follow-up on corrective action schedules.

- 47 joint exercises (utility, State, and localities) are projected. Emphasis will be placed on the ingestion pathway aspects based on guidance issued in 1985.

- 15 remedial exercises are projected to resolve deficiencies discovered during previous joint exercises which would adversely affect public health and safety.

- 32 alert and notification (A&N) demonstrations and public telephone surveys. A successful demonstration of A&N system is critical to a complete approval under 44 CFR 350.

• Technical support services secured under contract will be necessary to help FEMA staff in the efforts listed above.

Federal Response Plans

• Conduct a relocation tabletop exercise in Region III to establish the basis for Federal policy and procedures for recovery and reentry assistance to State and local governments.

• Conduct two sessions of the FRERP training for Federal and State officials at NETC.

- Conduct a FRERP demonstration in Region I for Federal and State officials to demonstrate the response capabilities of FEMA, NRC, DOE, and nine other Federal agencies.
- Conduct preparations for the second field exercise of the FRERP, scheduled for 1987. Major activities will include chairing an interagency exercise management work group and issuing and administering a contract for assistance in developing this exercise.

Integrated Emergency Management Information System (IEMIS)

- Coordinate the joint operation of several minicomputers within the IEMIS system as a basis for stronger support for interactional operation with State and local governments.
- Upgrade IEMIS software to improve the data availability, reduce cycle time, and decrease labor for coding site data.
- Develop specific multi-purpose modules for use in hazardous materials applications involving releases to air from both fixed and movable sources.
- Fully integrate the IEMIS data and model system with the training activities of the National Emergency Training Center's (NETC) Emergency Management Institute (EMI).
- Install networked minicomputers at three FEMA Regions; and at NETC as part of the EMI computer laboratory.
- Field test a training program for use by State and locals in learning to use IEMIS in support of the Hazard Identification Capability Assessment/Multi-Year Development Plan (HICA/MYDP).
- Initiate development of an alert and notification sound propagation model adaptation.
- Continue to provide evacuation time estimates, including transient population estimation, at the request of the NRC for selected commercial nuclear power sites.
- Complete integration into the IEMIS operating system of the modular format for uniformity of REP exercise observations and evaluations.

Technical Assistance

- Publish final guidance for utilities and design criteria and technical evaluations of alert and notification systems.
- Publish final guidance for the FEMA Regions and Headquarters on the procedural aspects of evaluating alert and notification systems.

- Publish final guidance for the FEMA Regions on routinely monitoring the operability of siren systems.
- Develop and publish guidance documents (e.g. guidance memoranda) as needed to address specific issues, e.g. guidance on evaluating school evacuation plans.
- Revise as, necessary, and publish in final form the Airborne Plume interim document, the Milk Pathway document and the Water and Non-dairy Food Pathway document.
- Publish a draft revision of 44 CFR 350.
- Publish an interim guidance document on the operation of a joint information center during and after a nuclear power plant incident.

Public Education and Training

- Conduct technical assistance at approximately 40 sites for the for development of site-specific public information materials.
- Pilot test the exercise evaluators course for REP exercise evaluators.
- Prepare case studies to determine exemplary public information programs.
- Deliver four Introduction to IEMIS courses and two Intermediate IEMIS courses and develop tutorials for non-resident introduction and refresher instruction in use of the system.
- Design, produce, and evaluate high school radiation curriculum materials through national, technical review group.

6. 1987 Program. FEMA requests a total of $6,500,000 and 60 workyears for this program, an increase of $302,000 and a decrease of 2 workyears from 1986. Included in this total are $2,919,000 for Salaries and Expenses and $3,581,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $6,500,000 and 60 workyears for this program. The base program includes a net increase of $302,000; an increase of $279,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $26,000 for within-grade step increases; a decrease of $9,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $6,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 2 workyears to achieve the targeted workyears in the 1986 current estimate.

The major tasks to be accomplished with these resources are:

- Findings and Determinations for offsite plans and preparedness. Each major site-specific formal determination is the result of about two work years of effort.
  - 13 major, site-specific formal determinations of offsite plans and preparedness will be provided under 44 CFR 350;
  - 61 reviews of plans and related preparedness activities previously approved under 44 CFR 350; annual certifications of State and local compliance with periodic requirements are done for all sites;
  - 30 interim findings on plans and exercises will be provided at NRC's request. (Each will entail about three workmonths of effort.
  - 34 alert and notification site-specific findings will be made. (About two workmonths of analysis by FEMA are necessary to validate the results of the alert and notification test/demonstrations against plan provisions.) In 1987, some of the findings will be the result of 1986 demonstrations.
  - Assist NRC or agreement State governments in reviewing offsite portions of six emergency response plans of material license holder sites.
  - Assist State and local governments in developing, reviewing, and evaluating six emergency response plans for DOD/DOE nuclear facilities.
  - Assist State and governments in evaluating two exercises to test offsite emergency response plans for DOD/DOE nuclear facilities.
- Atomic Safety and Licensing Board (ASLB) Hearings. These hearings are conducted by NRC and are critical to the licensing process. When FEMA staff participates as expert witnesses, an average of six workmonths of effort is required. There are 12 ASLB hearings projected where FEMA witnesses will appear as expert witnesses.
- Exercises. Joint exercises are the critical demonstration of the implementability of offsite plans around commercial nuclear reactors. Whether full-scale or small-scale, they involve an average of about 20 observers for one week. After that, about two workmonths per exercise are necessary for FEMA to issue the final exercise assessment and do follow-up on corrective action schedules.
  - 42 joint exercises (utility, State, and localities) are projected;
  - 15 remedial exercises will be conducted to resolve deficiencies discovered during previous joint exercises which would adversely affect public health and safety.

- 16 alert and notification (A&N) demonstration and public telephone surveys will be completed. A successful demonstration of A&N system is critical to a complete approval under 44 CFR 350.

- Federal Response Plans
  - Continue preparations for the second FRERP Field Exercise (FFE-2). Major activities will include chairing an interagency exercise management work group and administering a contract for assistance in developing this exercise.
  - Develop, prepare for, and manage a dry-run exercise preparatory to holding FFE-2.
  - Conduct FFE-2, critique Federal agency participation, and prepare an after-action report.
  - Revise and republish the FRERP based on lessons learned from FFE-2.
  - Conduct two sessions of the FRERP training at NETC for Federal and State officials.

- Integrated Emergency Management Information System. Support will be provided to the Agency IEMIS System. As outlined in the IEMIS Development Plan which is based on funding from a broad group of programs supporting the Agency IEMS policy. This category includes:
  - Upgrade system to accommodate State and local users as networked partners in a distributed system.
  - Increase file capacity for REP data base file space.
  - Develop specific software to perform analyses of radioactive water releases from transportation vehicles and fixed facilities.
  - Make operational the radioactive substances model developed in conjunction with a dam break model.
  - Integrate graphic information data files for radiological emergency preparedness with a agency geographic information system.

- Public Education and Training
  - Implement promotion and distribution of high school radiation curriculum.
  - Produce a monograph for public education options, costs, and benefits of various public education programs based on cost studies.

- Plan and develop a REP public education teleconference to cover techniques of community involvement in REP emergency planning.

- Initiate a program of technical assistance in improving operation of the joint information centers/media briefings.

- Initiate the first round of periodic reviews of public information materials as required by NUREG-0654.

- Generate a model public information document for distribution to those preparing materials on the 78 reactor sites.

• Technical Assistance

- Complete revision of NUREG-0654/FEMA-REP-1.

- Initiate an in-depth review of all published REP documents and establish a schedule for revision as appropriate.

- Number of remedial exercises has significantly increased.

- Exercising of the ingestion pathway, which is a 50-mile EPZ vs. 10-mile EPZ, requires approximately 40% more staff time per exercise.

- Full participation exercise (approximately 12 Federal agencies and their respective Regions of the FRERP) is scheduled for 1987.

- ASLB and court decisions have resulted in additional specialized FEMA review and findings.

- Regulatory requirements for an annual plan review and certification will substantially increase workload.

- Requirement to routinely monitor the operability of alert and notification systems, to confirm that they are functioning properly.

1987 Increases/Decreases. None.

7. Outyear Implications. By the close of 1987, FEMA anticipates 90% of the sites will have received formal reviews under 44 CFR 350. For commercial nuclear power facilities, FEMA will then begin to focus on recertification of FEMA 44 CFR 350 approvals through intensive reviews of previously approved plans and a continuation of the required biennial and remedial exercises. This dynamic process is necessary to assure offsite radiological emergency preparedness in the wake of ever-changing State and local government administrations, technological advances, demographic distributions and off-site criteria brought about by the actions of intervenors at ASLB

hearings, NRC hearings and court actions. Increased emphasis will be placed on exercising in the ingestion pathway and on improving public education and information materials for the reactor sites as well as certifying the continued operability of siren systems. For material license holders, the principal activity will be a continuation of FEMA review of plans as requested by NRC. In the outyears, the IEMIS system will continue to be integrated into the Agency-wide National Emergency Management Information System. Additional natural and technological software will be developed to provide planning and modeling tools to Federal, State, and local governments. The FRERP will be maintained and refined through an exercise cycle which includes tabletop and full-scale exercises to test and correct areas needing remedy or improvement.

B. Salaries and Expenses

1. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.

2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with REP activities under the Emergency Management Planning and Assistance Appropriation. Program staff in REP are used to review, evaluate and provide technical guidance to State and local governments in developing off-site radiological plans and preparedness at fixed nuclear facilities.

3. 1985 Accomplishments. In 1985, FEMA used $2,887,000 and 69 workyears for this program under Salaries and Expenses. Staff accomplishments are reflected in the narrative description of the Fixed Nuclear Facilities program.

4. Changes from the 1986 Estimates. Reflects a net increase of $293,000; an increase of $418,000 in Salaries and Expenses due to a transfer of funds and a reduction of $125,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $2,771,000 and 62 workyears to this program under Salaries and Expenses These resources provide program and management support for the Fixed Nuclear Facilities Program of Radiological Emergency Preparedness. Staff activities will focus on commercial nuclear power plant fixed facilities.

6. 1987 Program. FEMA requests $2,919,000 and 60 workyears under Salaries and Expenses for this program, an increase of $148,000 and a decrease of two workyears from 1986.

   1987 Base Program. The 1987 requests includes a base program of $2,919,000 and 60 workyears. The base program includes a net increase of $148,000: an increase of $125,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $26,000 for within-grade step increases; a decrease of $9,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $6,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease to achieve the targeted workyears in the 1986 current estimate.

These resources will provide program and management support for the Fixed Nuclear Facilities Program of Radiological Emergency Preparedness. Continued staff emphasis will be placed on completion of the formal reviews of State and local plans required for the licensing of commercial nuclear power fixed facilities at all but approximately 20% of the sites. There will be a gradual increase in staff activities as they relate to other nuclear facilities and material licensees. In addition, although the biennial frequency rule will be in effect, FEMA staff will be required to participate in 42 full-scale exercises.

1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

FEDERAL PREPAREDNESS
Activity Overview

The goals of the Federal Preparedness activity are to ensure that the Nation will be able to respond to, manage, and recover from peacetime and wartime national security emergencies and to enable Government, at all levels, to cope with the consequences of accidental, natural, and man-caused occurrences. These goals are being achieved by directing and guiding nationwide emergency preparedness planning activities and conducting certain sensitive programs assigned to FEMA by statutes and Presidential Directives. The Federal Preparedness activity is comprised of the following programs:

A. Government Preparedness: (Submitted in separate classified package.)

B. Emergency Information and Coordination Center (EICC): This program provides national-level emergency managers with information, data and facilities for making accurate and timely decisions as well as the communications required for rapid and reliable transmission of these decisions under all conditions of peace and war. It supplies the means and personnel to manage a number of simultaneous emergencies (both classified and unclassified).

C. Resources Preparedness: The program is designed to protect and ensure that natural, human, and infrastructure resources are available to support a national emergency mobilization. This includes analyzing the requirements and supply for shortfall and vulnerability determination, development of options to remove the vulnerability, and the coordinated development, implementation and testing of those options.

D. Mobilization Preparedness: This program is designed to assure that the Nation has plans, systems, procedures, and resources to support an emergency mobilization which might be necessary for national security purposes as well as for domestic, peacetime disasters, both natural and man-made. It will assure essential support to the civil population in any emergency requiring mobilization of the Nation's resources and provide resources from the civil sector to the Department of Defense which it, in turn needs to carry out military mobilization plans and combat operations. Included in this program are funds to exercise the departments and agencies of the Federal Government to test plans for mobilization and to provide for the National Defense Executive Reserve, a program of key executives who would augment the Federal workforce during a mobilization.

E. Federal Preparedness Policy and Planning: This program is designed to carry out overall policy and program planning for unclassified Federal Preparedness programs addressing both peacetime and national security emergencies, and includes two program elements: Multiprogram Analysis and Policy and Planning.

(1) Multiprogram Analysis includes the development of a scientific and technical information base for use in the development and improvement of Federal preparedness programs; development of systems for accessing and utilizing scientific and technical information bases; conduct of risk assessments and review of risk management conducted elsewhere to establish, validate and update the likelihood and probable magnitude, severity and impact of the range of hazards for which FEMA has program or coordination responsibilities; and technical evaluation of risk management concepts and strategies.

(2) Policy and Planning provides for policy development, coordination, and direction of Federal preparedness planning and assistance assigned under National Security Decision Directives. Policy and Planning activities encompass national security emergency planning for mobilization, resources, industrial emergency preparedness, civil preparedness and integrated planning for the range of national security and domestic hazards for which FEMA has responsibility in prevention, mitigation, response, and recovery. It includes analysis and definition of the role of the Federal Government in national security emergencies; policy analyses and cost-effectiveness studies of policy options and alternative strategies for Federal Preparedness programs; integration of Federal preparedness strategic planning and coordination of policies and planning across Federal departments and agencies; enhancement of industrial emergency preparedness through promotion of voluntary emergency planning for all businesses and industries and through assessment of vulnerability of key national assets and the development of plans to reduce those vulnerabilities; and analysis of public and key group perceptions of program needs for use in assessing the credibility, acceptability, and feasibility of Federal emergency management programs and strategies.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

Estimates by Program Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Government Preparedness........	FP-8	783	$129,908	777	$145,887	797	$136,757	825	$169,296	28	$32,539
B. Emergency Information and Coordination Center..........	FP-9	10	867	8	766	9	807	8	847	-1	40
C. Resources Preparedness.........	FP-17	41	4,500	22	4,088	27	3,568	17	3,264	-10	-304
D. Mobilization Preparedness......	FP-33	35	3,064	34	2,916	29	2,461	28	2,582	-1	121
E. Federal Preparedness Policy and Planning.................	FP-48	18	1,747	21	1,916	19	1,832	19	1,922	...	90
Total, Federal Preparedness (Budget Authority)...........		887	140,086	862	155,573	881	145,425	897	177,911	16	32,486
Total Workyears.....................		887		862		881		897		16	
Targeted Workyears		...		...		865		...		...	

Changes From Original 1986 Estimates

Reflects an increase from a transfer of funds between programs.
$15,000 - Government Preparedness
$78,000 - Emergency Information and Coordination Center
-$16,000 - Resources Preparedness

Reflects a congressional reduction of $3,691,000.
-$3,000,000 - Government Preparedness
-$344,000 - Resources Preparedness
-$345,000 - Mobilization Preparedness
-$2,000 - Federal Preparedness Policy and Planning

Reflects a reduction of $6,534,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$6,145,000 - Government Preparedness
-$37,000 - Emergency Information and Coordination Center
-$160,000 - Resources Preparedness
-$110,000 - Mobilization Preparedness
-$82,000 - Federal Preparedness Policy and Planning

FEDERAL PREPAREDNESS
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$27,686	$26,579	$28,006	$30,884	$2,878
11.3 Other than full-time permanent	499	571	...	...	...
11.5 Other personnel compensation	1,017	716	546	870	324
11.8 Special personal services payments	152	255	...	...	...
11.9 Total personnel compensation	29,354	28,121	28,552	31,754	3,202
Personnel Benefits					
12.1 Civilian personnel	3,839	3,215	3,585	4,644	1,059
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	222	...	247	100	-147
Non-Personnel Costs					
21.0 Travel and transportation of persons	1,045	1,672	1,573	2,568	995
22.0 Transportation of things	161	63	60	85	25
23.1 Standard level user charges	429	1,060	1,060	1,078	18
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	23,339	25,722	24,118	25,211	1,093
24.0 Printing and reproduction	39	68	29	10	-19
25.0 Other services	63,146	26,418	25,338	33,384	8,046
26.0 Supplies and materials	2,033	4,224	4,004	5,721	1,717
31.0 Equipment	16,474	63,510	55,424	70,412	14,988
32.0 Lands and structures	5	1,500	1,435	2,944	1,509
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	140,086	155,573	145,425	177,911	32,486

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)

		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS						
Personnel Compensation						
11.1	Full-time permanent	...	...	...	...	...
11.3	Other than full-time permanent	...	...	...	...	...
11.5	Other personnel compensation	...	...	...	...	...
11.8	Special personal services payments	...	...	...	...	...
11.9	Total personnel compensation	...	...	...	...	...
Personnel Benefits						
12.1	Civilian personnel	...	...	...	...	...
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs						
21.0	Travel and transportation of persons	...	...	...	...	...
22.0	Transportation of things	$5	...	...	...	...
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	21,844	$24,716	$23,653	$24,716	$1,063
24.0	Printing and reproduction	39	68	29	10	-19
25.0	Other services	60,613	24,125	22,766	30,583	7,817
26.0	Supplies and materials	1,947	3,976	3,805	5,509	1,704
31.0	Equipment	15,730	61,014	55,424	70,412	14,988
32.0	Lands and structures	5	1,500	1,435	2,944	1,509
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	...	...	...	...	...
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		100,183	115,399	107,112	134,174	27,062

SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$27,686	$26,579	$28,006	$30,884	$2,878
11.3 Other than full-time permanent	499	571	...	...	...
11.5 Other personnel compensation	1,017	716	546	870	324
11.8 Special personal services payments	152	255	...	...	...
11.9 Total personnel compensation	29,354	28,121	28,552	31,754	3,202
Personnel Benefits					
12.1 Civilian personnel	3,839	3,215	3,585	4,644	1,059
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	222	...	247	100	-147
Non-Personnel Costs					
21.0 Travel and transportation of persons	1,045	1,672	1,573	2,568	995
22.0 Transportation of things	156	63	60	85	25
23.1 Standard level user charges	429	1,060	1,060	1,078	18
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	1,495	1,006	465	495	30
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	2,533	2,293	2,572	2,801	229
26.0 Supplies and materials	86	248	199	212	13
31.0 Equipment	744	2,496	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	39,903	40,174	38,313	43,737	5,424

A. Government Preparedness.

The Government Preparedness program is described in a separate, classified submission.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

B. Emergency Information and Coordination Center Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Emergency Information and Coordination Center (EICC)...	FP-13	10	$424	8	$500	9	$478	8	$500	-1	$22
2. Salaries and Expenses..........	FP-15	...	443	...	266	...	329	...	347	...	18
Total, Emergency Information and Coordination Center (Budget Authority)..........		10	867	8	766	9	807	8	847	-1	40
Permanent Workyears											
Headquarters......................		10		8		9		8		-1	
Regions...........................		...		...		...		...		...	
Total, Permanent..............		10		8		9		8		-1	
Total Workyears....................		10		8		9		8		-1	
Targeted Workyears.................		...		...		8		...		...	

Changes from Original 1986 Estimates

Reflects an increase from a transfer of funds between programs.
$78,000 - Salaries and Expenses

Reflects a reduction of $37,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$22,000 - Emergency Information and Coordination Center
-$15,000 - Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

B. Emergency Information and Coordination Center	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$332	$243	$292	$309	$17
11.3 Other than full-time permanent	41	...	...	...	...
11.5 Other personnel compensation	27	...	4	4	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	400	243	296	313	17
Personnel Benefits					
12.1 Civilian personnel	40	23	33	34	1
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	2	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	6	9	9	9	...
24.0 Printing and reproduction	6	...	...	...	...
25.0 Other services	141	450	430	450	20
26.0 Supplies and materials	198	16	15	16	1
31.0 Equipment	74	25	24	25	1
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	867	766	807	847	40

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
FEDERAL PREPAREDNESS
(Dollars in Thousands)

B. Emergency Information and Coordination Center	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	$6	$9	$9	$9	...
24.0 Printing and reproduction	6	...	...	...	...
25.0 Other services	140	450	430	450	$20
26.0 Supplies and materials	198	16	15	16	1
31.0 Equipment	74	25	24	25	1
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	424	500	478	500	22

SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

B. Emergency Information and Coordination Center	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$332	$243	$292	$309	$17
11.3 Other than full-time permanent	41	...	...	...	...
11.5 Other personnel compensation	27	...	4	4	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	400	243	296	313	17
Personnel Benefits					
12.1 Civilian personnel	40	23	33	34	1
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	2	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	1	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	443	266	329	347	18

B. Emergency Information and Coordination Center

The mission of the Emergency Information and Coordination Center (EICC) is to provide national emergency management authorities with information, data and facilities for making accurate and timely decisions, including the communications required for rapid and reliable transmission of these decisions under all conditions of peace and war. It provides for the centralized processing of emergency management information. On a regular basis, the EICC exchanges information with other Federal Emergency Centers, the FEMA Regions, and State and Local Emergency Operating Centers.

The EICC is essential to the effective accomplishment of FEMA's emergency missions, particularly those which support the White House, and are associated with disaster response, government preparedness, civil defense, and national security.

1. Emergency Information and Coordination Center

a. Authority. The National Security Act of 1947; the Disaster Relief Act of 1974 (P.L. 93-288), as amended; and Executive Order 12148.

b. Objective/Element Description. The EICC serves as a focal point for the collection and dissemination of all types of information related to emergency management. It maintains a capability to deal with a number of simultaneous emergency situations, both of a classified and unclassified nature. About 120 situations requiring response by FEMA occur on an annual basis, including natural disasters, nuclear and technological incidents, and situations related to civil defense, government preparedness, and national security.

The EICC is also responsible for issuing alert notifications, warning and information for some 50 emergency actions to the appropriate civil and military agencies, and for mobilizing FEMA staff and resources to respond to emergency situations.

The facility is linked to the White House Situation Room, National Warning Networks, Federal departments/agencies, FEMA regions, and emergency operating centers of State governments to facilitate the decisionmaking process during emergencies.

The EICC utilizes a variety of informational aids, including an audio/visual system and a computer graphics capability to display emergency information needed for executive decisionmaking.

c. 1985 Accomplishments. In 1985, FEMA used a total of $867,000 and 10 workyears for this program element, of which $443,000 was under Salaries and Expenses and $424,000 was under Emergency Management Planning and Assistance.

The facility's decision support system, consisting of its executive display, telecommunications and emergency management systems, has been designed for the entire executive branch, not just elements of FEMA. It was applied for the first time during Exercise RESPONSE '85, an event testing the Federal Government's ability to respond to a catastrophic earthquake.

Fellow members of the emergency response community with national security, disaster response and technological hazard portfolios have been increasing their use of the EICC's capabilities since the enhanced facility opened in October 1983.

Even as new capabilities were developed, centralized management of information relating to the full spectrum of emergencies was provided on a 24-hour daily basis.

d. Changes from the 1986 Estimates. Reflects a net increase of $41,000: an increase of $78,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $22,000 in Emergency Management Planning and Assistance and $15,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $807,000 and 9 workyears to this program element, of which $329,000 is under Salaries and Expenses and $478,000 is under Emergency Management Planning and Assistance.

Program costs, principally the maintenance of equipment and the enhancement of applicable software systems, will remain at the same level since prior year investments in new equipment will have been absorbed.

The EICC will provide for the centralized processing of emergency management information, as required.

Efforts continue to provide Federal agencies having unique emergency information needs (e.g., selected earthquake and tornado data for the Nuclear Regulatory Commission) with such requirements. After March 31, 1986, the EICC will operate on a 40 hour per week schedule as a cost saving measure.

f. 1987 Program. FEMA requests a total of $847,000 and 8 workyears for this program element, a net increase of $40,000 and a decrease of 1 workyear from 1986. Included in this total are $347,000 for Salaries and Expenses and $500,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $847,000 and 8 workyears. The base program includes a net increase of $40,000; an increase of $37,000 due to restoration of 1986 reductions under the Balanced Budget and Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

Program costs (principally the maintenance of equipment and updating of software systems) can remain at this level at least through this fiscal year. Initial investments in new equipment will be fully absorbed.

The EICC will provide for the centralized processing of emergency management information.

1987 Increases/Decreases. None.

g. Outyear Implications. Beginning with 1988, some of the equipment installed in the facility will be 4 to 5 years old. Cost effectiveness of increased maintenance vis-a-vis purchase of new equipment will have to be considered.

2. Salaries and Expenses

a. Authority. The National Security Act of 1947; the Disaster Relief Act of 1974 (P.L. 93-288), as amended, and Executive Order 12148.

b. Objective/Element Description. The objective of the EICC staff is to provide national emergency management authorities with information, data and facilities for making accurate and timely decisions, including the communications required for rapid and reliable transmission of these decisions under all conditions of peace and war. The EICC provides for the centralized processing of emergency management information.

c. 1985 Accomplishments. In 1985, FEMA used $443,000 and 10 workyears for this program element under Salaries and Expenses. Information services and communications support were provided to all FEMA program areas dealing with disaster response and matters of the highest national interest. Support capability was also provided to other executive branch emergency managers.

d. Changes from the 1986 Estimates. Reflects a net increase of $63,000: an increase of $78,000 in Salaries and Expenses due to a transfer of fund; and a reduction of $15,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $329,000 and 9 workyears to this program element under Salaries and Expenses. The staff will provide support capability to FEMA's program and staff offices, as well as other executive branch emergency managers.

f. 1987 Program. FEMA requests $347,000 and 8 workyears under Salaries and Expenses for this program element, an increase of $18,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $347,000 and 8 workyears. The base program includes a net increase of $18,000; an increase of $15,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

C. Resources Preparedness Estimates by Program Element	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Resources Assessment...........	FP-22	7	$1,008	3	$737	6	$469	7	$621	1	$152
2. Other Resources Planning.......	FP-24	10	500	8	815	9	780	5	780	-4	...
3. Economic Resources Planning....	FP-26	6	329	1	350	2	335	...	...	-2	-335
4. Natural Resources Planning.....	FP-27	14	340	7	250	7	239	2	239	-5	...
5. Resources Preparedness Program Integration..........	FP-30	4	179	3	194	3	186	3	186	...	...
6. Salaries and Expenses..........	FP-31	...	2,144	...	1,742	...	1,559	...	1,438	...	-121
Total, Resources Preparedness (Budget Authority)...........		41	4,500	22	4,088	27	3,568	17	3,264	-10	-304
Permanent Workyears											
Headquarters......................		41		22		27		17		-10	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		41		22		27		17		-10	
Total Workyears....................		41		22		27		17		-10	
Targeted Workyears..................		...		...		22		...		...	

Changes From Original 1986 Estimates

Reflects a decrease from a transfer of funds between programs.
-$16,000 - Salaries and Expenses

Reflects a congressional reduction of $344,000.
-$247,000 - Resources Assessment
-$97,000 - Salaries and Expenses

Reflects a reduction of $160,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

-$21,000 - Resources Assessment
-$35,000 - Other Resources Planning
-$15,000 - Economic Resources Planning
-$11,000 - National Resources Planning
-$8,000 - Resources Preparedness Program Integration
-$70,000 - Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

C. Resources Preparedness	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,894	$1,392	$1,191	$1,160	-$31
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	13	15	...	...	...
11.8 Special personal services payments	...	136	...	...	...
11.9 Total personnel compensation	1,907	1,543	1,191	1,160	-31
Personnel Benefits					
12.1 Civilian personnel	200	181	160	160	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	23	...	191	100	-91
Non-Personnel Costs					
21.0 Travel and transportation of persons	13	18	17	18	1
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	4	16	...	5	5
25.0 Other services	2,148	2,230	2,009	1,771	-238
26.0 Supplies and materials	15	...	...	...	...
31.0 Equipment	190	100	...	50	50
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	4,500	4,088	3,568	3,264	-304

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
FEDERAL PREPAREDNESS
(Dollars in Thousands)

C. Resources Preparedness	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$4	$16	...	$5	$5
25.0 Other services	2,147	2,230	$2,009	1,771	-238
26.0 Supplies and materials	15	...	...	...	...
31.0 Equipment	190	100	...	50	50
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,356	2,346	2,009	1,826	-183

SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

C. Resources Preparedness	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,894	$1,392	$1,191	$1,160	-$31
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	13	15	...	...	...
11.8 Special personal services payments	...	136	...	...	...
11.9 Total personnel compensation	1,907	1,543	1,191	1,160	-31
Personnel Benefits					
12.1 Civilian personnel	200	181	160	160	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	23	...	191	100	-91
Non-Personnel Costs					
21.0 Travel and transportation of persons	13	18	17	18	1
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	1	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,144	1,742	1,559	1,438	-121

C. Resources Preparedness

The Resources Preparedness program coordinates the development of concepts, policies, plans and programs to ensure Federal preparedness for the use of the nation's resources (human, natural, industrial, and infrastructure) during the full spectrum of emergencies. This includes the assessment of the nation's ability to respond to both major domestic and national security emergencies; the development of alternative solutions to identified problems; the coordination of approved alternatives for implementation during normal operations to prevent problems from occurring during emergencies; and the coordination of planning and implementation of approved alternatives during emergencies.

1. Resources Assessment

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 *et seq*.

b. Objective/Element Description. This element serves as a focal point for the development and coordination of policies and programs to maximize industrial production for military and civilian mobilization requirements. Plans to provide essential resources during emergencies enable national leaders to better handle these emergencies when they arise.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,372,000 and 7 workyears for this program element, of which $364,000 was under Salaries and Expenses and $1,008,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA:

- Examined the impact on resources at the national level of United States mobilization situations;
- Improved resources assessment systems and other emergency management information systems and investigated the use of expert systems through the use of a symposium;
- Updated economic models to produce assessments of capital, material and labor mobilization requirements;
- Analyzed import dependency cases pursuant to Section 232 of the Trade Expansion Act;
- Provide coordination, policy and program direction for the damage assessment program; and
- Participated in mobilization tests and exercises.

d. Changes from the 1986 Estimates. Reflects a decrease of $308,000: a decrease of $30,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $247,000 in Emergency Management Planning and Assistance; and a reduction of $21,000 in Emergency Management Planning and Assistance and a reduction of

$10,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. FEMA is allocating a total of $703,000 and 6 workyears to this program element, of which $234,000 is under Salaries and Expenses and $469,000 is under Emergency Management Planning and Assistance. Under this program element, FEMA will:

- Support requests from the Department of Commerce for analysis of issues related to Section 232 of the Trade Expansion Act;
- Provide support to exercises dealing with industrial mobilization and other emergency issues;
- Coordinate FEMA's participation in interagency forums dealing with a spectrum of emergencies requiring civilian resources support; and
- Continue development of resources assessment and emergency management information systems.

f. 1987 Program. FEMA requests a total of $949,000 and 7 workyears for this program element, an increase of $246,000 and 1 workyear over 1986. Included in this total are $328,000 for Salaries and Expenses and $621,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $949,000 and 7 workyears. The base program includes a net increase of $187,000; an increase of $31,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $6,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and a transfer of $211,000 and 1 workyear from Economic Resources Planning. Under this program element, FEMA will do the following:

- Support requests from the Department of Commerce for analysis of issues related to Section 232 of the Trade Expansion Act;
- Provide policy guidance for implementation of information management systems;
- Refine and adjust the comprehensive action plan for industrial, infrastructure, labor force, and financial resources;
- Monitor standby and voluntary agreement programs under Defense Production Act to improve responsiveness to national security emergency needs;
- Provide input and participate in industrial mobilization and other tests and exercises;

- Coordinate use of Defense Production Act provisions in dealing with industrial mobilization issues; and
- Assist in the coordination of plans for protecting the nation's financial systems.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Other Resources Planning

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 *et seq*.

b. Objective/Element Description. This element coordinates the development of policies and programs to mitigate the impact of resources shortages during national emergencies in the areas of energy, transportation, communication, construction, water, health and essential labor force resources.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,019,000 and 10 workyears for the program element, of which $519,000 was under Salaries and Expenses and $500,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA:

- Worked with the Human Resources Working Group of the Emergency Mobilization Preparedness Board to coordinate response plans, identify critical skills, and promote an occupational code crosswalk;
- Participated in exercises involving industrial mobilization;
- Examined current and prospective use of Defense Production Act authorities and reviewed the vulnerability of the nation's infrastructure system;
- Identified critical industrial processes and technologies which may require incentives to ensure their timely availability in wartime;
- With contractual assistance, analyzed the application of the Machine Tool Trigger Order Program concept and of standby agreement concepts to various industrial sectors to reduce industry response time in mobilization;
- Coordinated development of national labor force data base to support the National Disaster Medical System and contributed to development of material standards for emergency medical service teams;

- Initiated an action plan for comprehensive infrastructure and industrial resources planning and drafted Federal Preparedness Circulars on social services, human resources planning and mobilization responsibilities; and

- Developed guides and manuals, field recruitment plans, and fostered development and training of disaster medical teams for the National Disaster Medical System.

d. Changes from the 1986 Estimates. Reflects a net decrease of $11,000: an increase of $47,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $35,000 in Emergency Management Planning and Assistance and reduction of $23,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. FEMA is allocating a total $1,282,000 and 9 workyears to this program element, of which $502,000 is under Salaries and Expenses and $780,000 is under Emergency Management Planning and Assistance. Under this program element, FEMA will do the following:

- Coordinate interagency implementation of National Disaster Medical System;

- Implement the comprehensive action plan for industrial, infrastructure, labor force and financial resources developed in 1985;

- Coordinate the revitalization of the National Emergency Blood Program;

- Implement the results of the analysis conducted in 1985 for possible expanded use of standby and voluntary agreements similar to the Machine Tool Trigger Order program under the Defense Production Act;

- Inventory and develop programs for national health and medical resources mobilization;

- Participate in exercises and activities involving industrial and labor force mobilization; and

- Coordinate use of Defense Production Act titles dealing with industrial mobilization.

f. 1987 Program. FEMA requests a total of $1,247,000 and 5 workyears for this program element, a decrease of $35,000 and 4 workyears from 1986. Included in this total are $467,000 for Salaries and Expenses and $780,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,342,000 and 5 workyears. The base program includes a net increase of $60,000; an increase of $58,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; and a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 4 workyears to achieve the targeted workyears in the 1986 current estimate. During 1987, FEMA will do the following:

- Coordinate ongoing development and implementation of the National Defense Medical System and its support systems for response to medical emergencies;
- Coordinate and institutionalize the activities in the National Emergency Blood Program;
- Promote the development of national standards for the analysis of gases and vapors in fire effluents in the development of systems and models for medical emergency and disaster management;
- Assess the impact of increased and different labor force demands during emergencies; and
- Improve interagency response to labor force disruptions during emergencies.

1987 Decreases. The 1987 request includes a decrease of $95,000 from the base program. The reduction of $60,000 in Salaries and Expenses results from one time payments of benefits for former personnel in 1986.

g. Outyear Implications. No outyear implications over the 1987 request.

3. Economic Resources Planning

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq.

b. Objective/Element Description. Under this element, FEMA maintains a stand-by system for maintenance of a stable economy. In case of national emergencies, plans are in place to ensure an orderly, continuing supply of required resources to maintain industrial and economic production.

c. 1985 Accomplishments. In 1985, FEMA used a total of $641,000 and 6 workyears for this program element, of which $312,000 was under Salaries and Expenses and $329,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA:

- Refined various legislative standby authorities, draft regulations, and other direct emergency stabilization strategies;
- Prepared guidance and training materials for regional, State, local, and private sector planners;

- Developed economic and financial measures and strategies which may have application to domestic and national security emergencies.

- Investigated use of financial strategies for economic defense; and

- Participated in mobilization planning exercises.

d. Changes from the 1986 Estimates. Reflects a decrease of $153,000: a decrease of $89,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $42,000 in Salaries and Expenses; and a reduction of $15,000 in Emergency Management Planning and Assistance and a reduction of $7,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. FEMA is allocating a total of $488,000 and 2 workyears to this program element, of which $153,000 is under Salaries and Expenses and $335,000 is under Emergency Management Planning and Assistance. Under this program element, FEMA will coordinate Federal financial agencies' studies relative to optimizing use of market systems during emergencies, and assist in the coordination of Treasury/Federal Reserve plans for protecting the nation's financial systems.

f. 1987 Program. FEMA requests no funds and no workyears for this element, a decrease of $488,000 and 2 workyears. The agency is terminating this program at the end of 1986. One workyear and $151,000 under Emergency Management Planning and Assistance will be transferred to the Resources Assessment program element.

g. Outyear Implications. No outyear implications over the 1987 request.

4. Natural Resources Planning

a. Authority. Strategic and Critical Materials Stockpiling Act, as amended, 50 U.S.C. 98 *et seq.*; Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 *et seq.*

b. Objective/Element Description. Natural Resources coordinates the interagency development of policy and the implementation of that policy concerning the stockpiling of strategic and critical materials. Stockpiling of strategic and critical materials and related preparedness measures ensure that raw materials are available for use to reduce United States vulnerabilities during times of national emergencies.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,067,000 and 14 workyears for this program element, of which $727,000 was under Salaries and Expenses and $340,000 was under Emergency Management Planning and Assistance. During 1985, this program element:

- Contributed to the development of methodology and analyses for the National Security Council (NSC) study on stockpile goals;
- Implemented results of the NSC study on stockpile goals;
- Conducted interagency development and analysis of acquisition and disposal plans for strategic and critical materials;
- Coordinated and approved purchase specifications and special instructions;
- Participated in the work of the Interagency Barter Working Group;
- Conducted an expanded program to assess the quality and form requirements of the inventories of strategic and critical materials;
- Conducted capacity analyses of the U.S. steel industry;
- Participated in the Joint Guayule Commission and the DOD development program for domestic rubber;
- Prepared testimony and inserts for the record to the Congress regarding stockpile activities; and
- Published two Stockpile Reports to the Congress.

d. Changes from the 1986 Estimates. Reflects a net increase of $22,000: an increase of $56,000 in Salaries an Expenses due to a transfer of funds; and a reduction of $11,000 in Emergency Management Planning and Assistance and a reduction of $23,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $753,000 and 7 workyears to this program element, of which $514,000 is under Salaries and Expenses and $239,000 is under Emergency Management Planning and Assistance. Planned accomplishments for 1986 include the following:

- Participate with other agencies in development of stockpile goals;
- Develop methodological enhancements to the analytical system for emergency mobilization preparedness planning through the Federal Resources Assessment System;

- Coordinate the interagency preparation of acquisition and disposal plans for use by stockpile managers;
- Participate in interagency reviews and approvals of proposed barters;
- Update purchase specifications and special instructions for strategic and critical materials;
- Coordinate the accomplishment of quality/form assessments of strategic and critical materials in the National Defense Stockpile;
- Analyze legislative proposals and prepare the Agency's testimony and inserts for the record regarding natural resources mobilization preparedness;
- Prepare Stockpile Reports to the Congress; and
- Participate in national security exercises.

f. 1987 Program. FEMA requests a total of $647,000 and 2 workyears for this program element, a net decrease of 5 workyears and $106,000 from 1986. Included in this total are $408,000 for Salaries and Expenses and $239,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $788,000 and 7 workyears. The base program includes a net increase of $35,000; an increase of $34,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 of within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. Planned accomplishments during 1987 include:

- Coordinate development of interagency acquisition and disposal plans and stockpile goals to be used by stockpile managers;
- Participate in interagency reviews and updates to purchase specifications and special instructions for strategic and critical materials;
- Coordinate quality/form studies of strategic and critical materials in the National Defense Stockpile; and
- Prepare Stockpile Reports to the Congress.

1987 Decreases. The 1987 request includes a decrease of $141,000 and 5 workyears in order to continue the phasedown of resources preparedness programs due to lower workload after completion of new stockpile goals and more reliance on mineral experts in the Department of the Interior.

g. Outyear Implications. No outyear implication over the 1987 request.

5. Resources Preparedness Program Integration

a. Authority. Strategic and Critical Materials Stock Piling Act, as amended, 50 U.S.C. 98 et seq.; Section 103 National Security Act of 1947, as amended, 50 U.S.C. 404; and the Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq.

b. Objective/Element Description. This program element provides executive level management and administrative support to coordinate the efforts of four other program elements in Resources Preparedness: Resources Assessment, Other Resources Planning, Economic Resources Planning, and Natural Resources Planning.

c. 1985 Accomplishments. In 1985, FEMA used a total of $401,000 and 4 workyears for this program element, of which $222,000 was under Salaries and Expenses and $179,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA:

- Provided executive level management, policy advice, and administrative support for all of the Resources Preparedness elements;
- Implemented a management system to track development, award, and monitor of all Resources Preparedness program funded contracts;
- Prepared Congressional testimony as requested; and
- Represented the Agency at meetings of the Cabinet Council, National Security Council staff, and with other Federal departments and agencies.

d. Changes from the 1986 Estimates. Reflects a decrease of $70,000: a congressional reduction of $55,000 in Salaries and Expenses and a reduction of $8,000 in Emergency Management Planning and Assistance and a reduction of $7,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $342,000 and 3 workyears to this program element, of which $156,000 is under Salaries and Expenses and $186,000 is under Emergency Management Planning and Assistance. Under this program element, FEMA will:

- Provide executive level management, policy advice, and administrative support for the Resources Preparedness program elements.
- Operate a comprehensive management system for Resources Preparedness;
- Provide Congressional testimony including advance briefings for congressional staff;

- Represent FEMA at numerous senior policy forums to include Cabinet Council and National Security Council task forces addressing resources issues; and

- Provide oversight for all Resources Preparedness contracts.

f. 1987 Program. FEMA requests a total of \$351,000 and 3 workyears for this program element, a net increase of \$9,000 from 1986. Included in this total are \$165,000 for Salaries and Expenses and \$186,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of \$359,000 and 3 workyears. The base program includes a net increase of \$17,000; an increase of \$15,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of \$3,000 for within-grade step increases; and a decrease of \$1,000 for a reduction in the number of employees in grades GS/GM 11-15.

The Resources Preparedness Program Integration program element will provide executive level management, policy advice and administrative support to coordinate all program elements of Resources Preparedness.

1987 Decreases. The 1986 request includes a decrease of 81,000 from the base program to reflect the one time cost associated with a lower level of staff in 1986 than in 1985.

g. Outyear Implications. No outyear implications over the 1987 request.

6. Salaries and Expenses

a. Authority. Strategic and Critical Materials Stock Piling Act, as amended, 50 U.S.C. 98 et seq.; Section 103 National Security Act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq.

b. Objective/Element Description. This program element provides the salaries and expenses for the workyears necessary to carry out the program functions described in the other elements of Resources Preparedness.

c. 1985 Accomplishments. In 1985, FEMA used \$2,144,000 and 41 workyears for this program element under Salaries and Expenses. Staff accomplishments are shown under each element of Resources Preparedness.

d. Changes from the 1986 Estimates. Reflects a decrease of \$183,000: a decrease of \$16,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of \$97,000 in Salaries and Expenses; and a reduction of \$70,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,559,000 and 27 workyears to this program element under Salaries and Expenses. Each element under Resources Preparedness indicated the work to be accomplished and the workyears associated with the element.

f. 1987 Program. FEMA requests a total of $1,438,000 and 17 workyears under Salaries and Expenses for this program element, a decrease of $121,000 and 10 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $1,638,000 and 22 workyears. The base program includes a net increase of $79,000; an increase of $70,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $15,000 for within-grade step increases; and a decrease of $6,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 5 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 request includes a decrease of $200,000 anf 5 workyears associated with the overall reduction in resources preparedness programs.

g. Outyear Implications. No outyear implications over the 1987 request.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

D. Mobilization Preparedness	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
Estimates by Program Element		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Mobilization Planning..........	FP-37	12	$300	13	$300	12	$287	11	$300	-1	$13
2. Mobilization Exercises.........	FP-40	14	699	14	699	13	669	13	699	...	30
3. National Defense Executive Reserve......................	FP-43	4	200	4	227	1	...	1	...	...	...
4. Program Integration	FP-45	5	...	3	...	3	...	3	...	...	...
5. Salaries and Expenses	FP-46	...	1,865	...	1,690	...	1,505	...	1,583	...	78
Total, Mobilization Preparedness (Budget Authority)....................		35	3,064	34	2,916	29	2,461	28	2,582	-1	121
Permanent Workyears											
Headquarters......................		34		34		29		28		-1	
Regions...........................		...		...		...		...		...	
Total, Permanent................		34		34		29		28		-1	
Total Workyears.....................		35		34		29		28		-1	
Targeted Workyears..................		...		...		28		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $345,000.
-$227,000 - National Defense Executive Reserve
-$118,000 - Salaries and Expenses

Reflects a reduction of $110,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$13,000 - Mobilization Planning
-$30,000 - Mobilization Exercises
-$67,000 - Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

D. Mobilization Preparedness	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,474	$1,436	$1,275	$1,391	$116
11.3 Other than full-time permanent	75	...	...	...	...
11.5 Other personnel compensation	27	...	...	...	...
11.8 Special personal services payments	77	60	...	...	...
11.9 Total personnel compensation	1,653	1,496	1,275	1,391	116
Personnel Benefits					
12.1 Civilian personnel	159	174	157	171	14
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	31	...	56	...	-56
Non-Personnel Costs					
21.0 Travel and transportation of persons	22	20	17	21	4
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	1	...	...	...	...
24.0 Printing and reproduction	22	26	...	...	...
25.0 Other services	1,176	1,200	956	999	43
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	3,064	2,916	2,461	2,582	121

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
FEDERAL PREPAREDNESS
(Dollars in Thousands)

D. Mobilization Preparedness	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	$1	...	...	...	...
24.0 Printing and reproduction	22	$26	...	...	...
25.0 Other services	1,176	1,200	$956	$999	$43
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,199	1,226	956	999	43

SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

D. Mobilization Preparedness	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,474	$1,436	$1,275	$1,391	$116
11.3 Other than full-time permanent	75	...	...	...	...
11.5 Other personnel compensation	27	...	...	...	...
11.8 Special personal services payments	77	60	...	...	...
11.9 Total personnel compensation	1,653	1,496	1,275	1,391	116
Personnel Benefits					
12.1 Civilian personnel	159	174	157	171	14
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	31	...	56	...	-56
Non-Personnel Costs					
21.0 Travel and transportation of persons	22	20	17	21	4
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,865	1,690	1,505	1,583	78

D. Mobilization Preparedness

FEMA's Mobilization Preparedness Program provides guidance for and facilitates efforts of the Federal government to prepare for and effectively respond to the full spectrum of emergencies. The goal for this program is to attain and maintain the capability to deliver predictable and effective management of Federal mitigation, response, and recovery activities relating to major domestic and national security emergencies. This capability encompasses planning and preparedness activities pertaining to the military, industrial, economic, human, governmental and civilian resources and infrastructure of the nation. To enhance the effectiveness of FEMA's capability to coordinate the Federal response to emergencies, this program includes staffing the legislative and executive order authorities pertaining to emergency management, developing strategies to insure acceptable capabilities under contrained budget allocations, developing and revising the tasking and guidance which incorporates current national preparedness policy, developing structures and processes to enhance emergency management, developing interagency plans to improve the readiness of Federal agencies to discharge their emergency responsibilities, testing and exercising of plans, and preparing a report to the President on the state of civil readiness. Development of experienced executive reservists to augment executive branch staff in emergencies is included in this program.

1. Mobilization Planning

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program element is the primary vehicle for recommending policy, developing guidance and conducting evaluation indicated above and has the objective of developing and progressively adjusting an integrated overall emergency mobilization preparedness framework and of applying it to all civilian Federal mobilization-oriented programs, in order to assess their effectiveness and to formulate periodic planning guidance for them. This program element develops and maintains a comprehensive system of major emergency actions across the Federal government which defines decisionmaking and implementation and procedures and authorities; establishes interagency channels of communication; incorporates essential information requirements into decision support systems; and harmonizes current operational systems and procedures. This program element supports the decision and implementation structures of the President (National Security and Cabinet Councils).

c. 1985 Accomplishments. In 1985, FEMA used a total of $932,000 and 12 workyears for this program element, of which $632,000 was under Salaries and Expenses and $300,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows.

- Maintained up-to-date taskings and guidance via Executive Order 11490 and the series of Federal Preparedness Guidance Documents.

- Began a two-year test of the government-wide Federal Resource Assessment System for Military Mobilization.

- Developed guidance on the military support to civil authority programs and supported development of draft legislation to create a State Defense Force program.

- Developed guidance on the use of the Emergency Authorities Computerized Rotrieval System and deployed the system to interested agencies.

- Developed and published major emergency action papers involving industrial production.

- Began development of a methodology to assess emergency preparedness of the executive branch of the Federal government.

- Provided support to the working groups and the subworking groups of the Emergency Mobilization Preparedness Board.

- Assumed Emergency Mobilization Preparedness Board (EMPB) Secretariat functions.

- Began development of Interagency Action Plans for resolution of key preparedness issues in military, industrial, economics, infrastructure, human resources, government, and civil preparedness areas.

d. Changes from the 1986 Estimates. Reflects a decrease of $85,000: a congressional reduction of $46,000 in Salaries and Expenses; and a reduction of $13,000 in Emergency Management Planning and Assistance and a reduction of $26,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $867,000 and 12 workyears to this program element, of which $580,000 is under Salaries and Expenses and $287,000 is under Emergency Management Planning and Assistance. Resources will be used as follows:

- Review Executive Orders 11490, 12148, 10480, and 10421 in support of the Senior Interagency Group for National Security Emergency Prpearedness (SIG-NSEP);

- Assess and update Federal emergency plans and guidance documents in order to assure consistency and compatibility with State, local, and private sector planning and preparedness activities;

- Continue the two-year test of the Federal Resource Assessment System for Military Mobilization;

- Complete deployment and update and maintain the Emergency Authorities Computerized Retrieval System;

- Continue the revision and update of selected national security Emergency Action Documents;

- Continue the development and publication of major emergency action papers in health, emergency social services, government operations, economics, infrastucture, and civil defense;

- Improve civil-military coordination, including assisting the Department of Defense in establishing a State Defense Force program;
- Establish a mechanism for evaluating Federal readiness to perform critical functions in emergencies and conduct pilot evaluations;
- Support interagency activities/initiatives regarding National Security Emergency Preparedness (NSEP) policies, as required;
- Implement integrated industrial action plan;
- Conduct conference on use of econometric models for mobilization planning;
- Continue to develop, support and monitor Interagency Action Plans to improve readiness; and
- Continue improvements in North American industrial preparedness planning by working with the Canadian defense industries;
- Continue to provide support to the interagency successor group to the Emergency Mobilization Preparedness Board's working groups; and
- Support interagency coordination organization(s) in deliberations of substantive issues and in coordination of actions.

f. 1987 Program. FEMA requests a total of $940,000 and 11 workyears for this program element a decrease of 73,000 and 1 workyear from 1986. Included in this total are $300,000 for Emergency Management Planning and Assistance and $640,000 for Salaries and Expenses.

1987 Base Program. The 1987 request includes a base program of $940,000 and 12 workyears. The base program includes a net increase of $73,000: an increase of $39,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $6,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and a transfer of $30,000 and no workyears from National Defense Executive Reserve. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

The resources will be used as follows:

- Completion of the initial revision/issuance of the Federal Preparedness Guidance (FPG) document series;
- Completion of the two-year test of the Federal Resource Assessment System (FRAS) and the start of the regular annual cycle of assessments;

- Update and maintenance of the Emergency Authorities Computerized Retrieval System;
- Assessment of the results of pilot civil readiness evaluations conducted in 1986 and beginning of the next cycle of evaluations;
- Continuation to improve civil-military coordination and assistance to the Department of Defense;
- Completion of revision and interagency coordination of national security Emergency Action Documents;
- Testing and issuance of guidance on the organizational structure of the Federal government to handle emergency situations;
- Integration of major emergency actions with continuity of government plans;
- Support of interagency coordination organizations in deliberations of substantive issues and in coordination of actions; and
- Continuation of development, support, and monitoring of Interagency Action Plans to improve readiness.

1987 Increases/Decreases. None.

g. Outyear Implications. The Regional Federal Preparedness Program will be improved in the outyears.

2. Mobilization Exercises

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program element is the primary part of the "test and exercise" phase of Mobilization Preparedness identified above. Under this program element, plans and procedures are developed and coordinated to conduct national security and domestic emergency exercises, which are designed to improve capabilities, assess preparedness, provide education and training, enhance the definition of missions and roles, and initiate deficiency corrections.

A civil agency exercise program is developed through which Federal departments and agencies and regional, State, and local governments can test, exercise, and evaluate plans, procedures and systems to ensure adequate civil readiness. These exercises and evaluation activities prepare the civil government to respond to emergencies and operate in crisis situations. This responsibility forms a principal bridge between the Presidentially-approved national security strategies and the operational readiness of the United States civil sector to conform to those strategies.

A series of annual exercises is contemplated which will test the emergency mobilization plans and programs of the executive departments and agencies which have been prepared pursuant to the guidance provided under the Mobilization Preparedness program. These exercises are conducted in conjunction with and in direct support of Department of Defense worldwide mobilization and deployment exercises.

Under this program element, interagency preparedness issues are identified and assessed, priorities are established, and coordinated interagency work plans are developed and their execution is managed.

c. 1985 Accomplishments. In 1985, FEMA used $1,437,000 and 14 workyears for this program element, of which $738,000 was under Salaries and Expenses and $699,000 was under Emergency Management Planning and Assistance. The following activities were conducted:

- Completed the evaluation of one national/regional joint civil/military nuclear attack exercise (REX-84 ALPHA).
- Provided civil agency participation in one Department of Defense world crisis exercise (POWDER RIVER 85).
- Planned one national interagency mobilization exercise (REX-86 ALPHA).
- Coordinated planning, participation, conduct and critique of one international military/civil crisis management exercise (WINTEX-CIMEX 85).
- Assessed the readiness of the Federal civil departments and agencies to short response requirements associated with the threat of conventional and nuclear war and provided recommendations for the development of emergency plans, procedures and exercises.
- Continued development, oversight and maintenance of a remedial action program covering unresolved issues from previously conducted exercises and initiated automation of the program.
- Initiated planning for one national interagency nuclear attack exercise (REX-86 BRAVO).
- Planned, developed, integrated and maintained a master schedule of civil sector exercises covering the full spectrum of emergency responses.
- Completed initial set of 50 Major Emergency Action (MEA) papers.
- Developed a set of crucial preparedness issues in 13 functional resource areas for use as a baseline in preparedness enhancement.
- Completed initial phase of identifying critical information products for proposed interagency information management system.

d. Changes from the 1986 Estimates. Reflects a decrease of $105,000: a congressional reduction of $47,000 in Salaries and Expenses; and a reduction of $28,000 in Emergency Management Planning and Assistance and $30,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986 FEMA is allocating a total of $1,294,000 and 13 workyears to this program element, of which $625,000 is under Salaries and Expenses, and $669,000 is under Emergency Management Planning and Assistance. Resources will be used as follows:

- Conduct and evaluate one national interagency mobilizaton exercise (REX-86 ALPHA);
- Complete planning, conduct, and evaluation of one national-regional civil-military nuclear attack exercise (REX-86 BRAVO);
- Coordinate civil agency planning, participation and critique of one NATO high level exercise (HILEX 12);
- Support FEMA's planning, conduct and critique of one nuclear incident exercise;
- Coordinate civil agency planning for one Department of Defense world crisis exercise (POWER SWEEP 87);
- Initiate civil agency planning of one international civil military exercise (WINTEX-CIMEX 87);
- Initiate planning for one national interagency mobilization exercise (REX-88 ALPHA);
- Continue development, oversight and maintenance of a remedial action program covering unresolved issues from previously conducted exercises and to complete automation of the program;
- Plan, develop, integrate and maintain a master schedule of civil emergency exercises;
- Complete second set of 50 Major Emergency Action papers;
- Initiate development of system for computer storage and retrieval of Major Emergency Action papers; and
- Develop mechanism for interagency coordination of crisis management information.

f. 1987 Program. FEMA requests a total of $1,376,000 and 13 workyears for this program element, an increase of $82,000 over 1986. Included in this total are $677,000 for Salaries and Expenses and $699,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,376,000 and 13 workyears. The base program includes a net increase of $82,000: an increase of $58,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $7,000 for a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15; and a transfer of $20,000 and no workyears from National Defense Executive Reserve to reflect the cost of on board personnel.

The resources will be used as follows:

- Assign remedial actions from one national interagency mobilization exercise (REX-86 ALPHA);
- Evaluate and assign remedial actions from one national interagency nuclear attack exercise (REX-86 BRAVO);
- Provide civil agency participation in one Department of Defense world crisis exercise (POWER SWEEP 87);
- Coordinate planning, participation, conduct and evaluation of one international military/civil crisis management exercise (WINTEX-CIMEX 87);
- Continue planning for one national interagency mobilization exercise (REX-88 ALPHA);
- Initiate planning for one national interagency nuclear attack exercise (REX-88 BRAVO);
- Initiate planning for one international military/civil crisis management exercise (WINTEX-CIMEX 89);
- Continue development, oversight and maintenance of a remedial action program covering unresolved issues from previously conducted exercises;
- Plan, develop, integrate and maintain a master schedule of civil sector exercises covering the full spectrum of emergency responses;
- Install and evaluate multi-agency information coordination mechanism;
- Install system for computer storage and retrieval of Major Emergency Action papers; and
- Complete third set of 20 Major Emergency Action papers.

1987 Increases/Decreases. None.

g. Outyear Implications. Regional Federal Preparedness program will be improved in the outyears.

3. National Defense Executive Reserve

a. Authority. Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061.

b. Objective/Element Description. The National Defense Executive Reserve (NDER) program element currently provides for the recruitment and training of key executives from industry, private business, professional, organizations, labor, and academia who possess an expertise in one of the skills that would be required to assist and supplement the Federal workforce during periods of major mobilization and national emergency. The Executive Reservists are trained to respond on short notice to those national emergencies declared by the President of the United States. These senior executives would enter Government service in times of national emergencies to provide personnel augmentation.

c. 1985 Accomplishments. In 1985, FEMA used a total of $411,000 and 4 workyears for this program element, of which $211,000 was under Salaries and Expenses and $200,000 was under Emergency Management Planning and Assistance. Accomplishments included the following.

- Planned and directed a national NDER training conference for about 750 attendees;
- Provided training for about 125 Reservists at the National Emergency Training Center (NETC).
- Conducted a workshop on unit organization for Federal officials responsible for NDER units and published a training manual for officials charged with NDER training responsibilities.
- Through conferences, provided training for about 200 NDERs in Boston, New York City, Philadelphia, Chicago, Dallas, and San Francisco.
- Developed and drafted Federal Preparedness Circular #52, NDER policy for Federal departments/agencies, and Federal Preparedness Guidance #52.100.
- Updated computerized NDER national data register.
- Designed and planned a national teleconference for NDERs to be conducted in 1986.

d. Changes from the 1986 Estimates. Reflects a decrease of $321,000: a decrease of $65,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $227,000 in Emergency Management Planning and Assistance and $25,000 in Salaries and Expenses; and a reduction of $4,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. FEMA is allocating a total of $97,000 and 1 workyear for this program element under Salaries and Expenses. Activities of this program element will be to: (a) develop, prepare, and publish national policy guidance for Federal department and agencies and (b) prepare and submit the annual NDER report as required by Executive Order 11179.

f. 1987 Program. FEMA requests a total of $52,000 and one workyear under Salaries and Expenses for this program element, a decrease of $45,000 from 1986.

1987 Base Program. The 1987 request includes a base program of $52,000 and 1 workyear. The base program includes a net decrease of $45,000: an increase of $4,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $1,000 for within-grade step increases; and a transfer of $50,000 to Mobilization Planning and Mobilization Exercises since funds used for one time costs associated with personnel reductions in 1986 are not needed in this element.

- Develop, prepare, and publish national policy guidance for Federal departments on agencies; and

- Prepare and submit the annual NDER report as required by Executive Order 11179.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

4. Program Integration

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This element: provides for the management of the Mobilization Preparedness program, for maintaining close liaison with all Federal departments and agencies, for converging program elements into a cohesive whole, and ensures that applicable authorities for mobilization preparedness (statutes, National Security Decision Directives and Executive Orders) are converted into Federal guidance; that guidance is further developed by the responsible Federal departments and agencies into concrete plans for implementation; that appropriate coordination of these departments and agencies is undertaken; and that the entire process is appropriately tested for completeness through FEMA-sponsored civil exercises and in support of the requirements of the Department of Defense.

c. 1985 Accomplishments. In 1985, FEMA used $284,000 and 5 workyears for this program element under Salaries and Expenses. These resources provided the necessary management and oversight for the Mobilization Preparedness program elements, all of which involved national security matters and enhancement of national and Federal preparedness.

d. Changes from the 1986 Estimates. Reflects a net increase of $56,000: an increase of $65,000 in Salaries and Expenses due to a transfer of funds and a reduction of $9,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $203,000 and 3 workyears to this program element under Salaries and Expenses. These resources will provide for the supervision and the management of the Mobilization Preparedness program element.

f. 1987 Program. FEMA requests $214,000 and 3 workyears under Salaries and Expenses for this program element, an increase of $11,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $214,000 and 3 workyears. The base program includes a net increase of $11,000: an increase of $9,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade step increases; a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15; and $1,000 for increases due to inflation in other objects of expense. These resources provide for the supervision, management, and administration of the program elements under Mobilization Preparedness.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

5. Salaries and Expenses

a. Authority. National Security Act of 1947, as amended, 50 U.S.C. 404, and Defense Production Act of 1950, as amended 50 U.S.C. App. 2061 *et seq*.

b. Objective/Element Description. This program element consolidates the Salaries and Expenses detailed in each preceeding narratives, thereby funding the personnel identified in each program element of Mobilization Preparedness.

c. 1985 Accomplishments. In 1985, FEMA used $1,865,000 and 35 workyears for this program element under Salaries and Expenses. These funds provided for the accomplishments which are identified in the narrative for each program element.

d. Changes from the 1986 Estimates. Reflects a decrease of $185,000: a congressional reduction of $118,000 in Salaries and Expenses and $67,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,505,000 and 29 workyears to this program element under Salaries and Expenses. Purposes are identified in each of the program element narratives.

f. 1987 Program. FEMA requests $1,583,000 and 28 workyears under Salaries and Expenses for this program element, an increase of $78,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $1,583,000 and 28 workyears. The base program includes a net increase of $88,000: an increase of $67,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $16,000 for within-grade step increases; a decrease of $6,000 for a reduction in the number of employees in grades GS/GM 11-15; and $1,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate. Purposes are identified in each of the program element narratives.

1987 Increases/Decreases. None.

g. Outyear Implications. FEMA plans to improve capability in the regional offices to implement Mobilization Preparedness programs.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

E. Federal Preparedness Policy and Planning Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Multiprogram Analysis..........	FP-53	2	$186	2	$200	2	$192	2	$200	...	$8
2. Policy and Planning............	FP-54	16	559	19	579	17	554	17	579	...	25
3. Salaries and Expenses..........	FP-57	...	1,002	...	1,137	...	1,086	...	1,143	...	57
Total, Federal Preparedness Policy & Planning (Budget Authority)..................		18	1,747	21	1,916	19	1,832	19	1,922	...	90
Permanent Workyears											
Headquarters......................		18		21		19		19		...	
Regions...........................		...		...		...		...		...	
Total, Permanent..................		18		21		19		19		...	
Total Workyears.....................											
Targeted Workyears..................		...		...		19		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $2,000 in Salaries and Expenses.

Reflects a reduction of $82,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
$8,000 - Multiprogram Analysis
-$25,000 - Policy and Planning
-$49,000 - Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

E. Federal Preparedness Policy and Planning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$818	$883	$956	$977	$21
11.3 Other than full-time permanent	40	31	...	...	...
11.5 Other personnel compensation	7	9	...	...	...
11.8 Special personal services payments	30	59	...	...	...
11.9 Total personnel compensation	895	982	956	977	21
Personnel Benefits					
12.1 Civilian personnel	87	106	108	116	8
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	4	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	16	49	22	50	28
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	5	4	...	...	...
25.0 Other services	731	775	746	779	33
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	9	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,747	1,916	1,832	1,922	90

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
FEDERAL PREPAREDNESS
(Dollars in Thousands)

E. Federal Preparedness Policy and Planning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$5	$4	...	...	...
25.0 Other services	731	775	$746	$779	$33
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	9	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	745	779	746	779	33

SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

E. Federal Preparedness Policy and Planning	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	$818	$883	$956	$977	$21
11.3 Other than full-time permanent...........	40	31	...	...	...
11.5 Other personnel compensation.............	7	9	...	...	...
11.8 Special personal services payments.......	30	59	...	...	...
11.9 Total personnel compensation.............	895	982	956	977	21
Personnel Benefits					
12.1 Civilian personnel.......................	87	106	108	116	8
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	4	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	16	49	22	50	28
22.0 Transportation of things.................	...	...	...	...	...
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges..................	...	...	...	...	...
24.0 Printing and reproduction................	...	...	...	...	...
25.0 Other services...........................	...	...	...	...	...
26.0 Supplies and materials...................	...	...	...	...	...
31.0 Equipment................................	...	...	...	...	...
32.0 Lands and structures.....................	...	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	1,002	1,137	1,086	1,143	57

E. Federal Preparedness Policy and Planning

The Federal Preparedness Policy and Planning program provides overall executive direction for Federal preparedness planning and assistance, and carries out overall policy and program planning for the purpose of coordinating and integrating Federal preparedness programs across Federal departments and agencies and addressing both domestic and national security emergencies in partnership with State and local governments. It includes two program elements: Multiprogram Analysis, and Policy and Planning.

Multiprogram Analysis includes the following:

- Development of a scientific and technical information base for use in the development and improvement of Federal preparedness programs;
- Development of a system for scientific and technical information access and utilization;
- Conduct of risk assessments, and review of assessments conducted elsewhere, to establish, validate and update the likelihood and probable magnitude, severity, and impact of the range of hazards for which FEMA has program or coordination responsibilities; and
- Evaluation of risk management concepts and strategies.

Policy and Planning provides for policy development, coordination, and executive direction of Federal preparedness planning and assistance assigned under National Security Decision Directives (NSDD's). It includes the following:

- Analysis and definition of the roles of Federal agencies in national security and domestic emergencies;
- Development and evaluation of policy options and alternative strategies for Federal preparedness programs;
- Integration of Federal preparedness strategic planning and coordination of policies and planning across Federal departments and agencies;
- Enhancement of industrial emergency preparedness through promotion of voluntary emergency planning for all businesses and industries, and through assessment of vulnerabilities of key national assets and development of plans to reduce those vulnerabilities;
- Analysis of public and key group perceptions of program needs for use in assessing the credibility, acceptability and feasibility of Federal emergency management programs and strategies; and
- Support of the FEMA Advisory Board in its role of advising the FEMA Director on Agency policy and programs.

Policy and planning activities encompass national security emergency planning for mobilization, resources, industrial emergency preparedness, civil preparedness and integrated planning for the range of national security and domestic hazards for which FEMA has responsibility in prevention, mitigation, response, and recovery.

1. Multiprogram Analysis

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program element is in direct support of integrated emergency management and involves the following:

- Development and evaluation of a firm scientific and technical basis for national preparedness planning;
- Dissemination of scientific and technical information to the Federal, State and local emergency management community;
- Conduct of risk assessments, and review of assessments conducted by others, to determine the likelihood, probable magnitude, probable impact, and program implications of various hazards; and
- Technical analyses in support of development of alternative policies, programs and strategies for managing federal preparedness requirements.

c. 1985 Accomplishments. In 1985, FEMA used a total of $290,000 and 2 workyears for this program element, of which $104,000 was under Salaries and Expenses and $186,000 was under Emergency Management Planning and Assistance. A study concerning emergency management of energy resources was completed. Support was provided to the Lawrence Livermore National Laboratory (LLNL) and the National Bureau of Standards (NBS) to evaluate the thermal and radiation effects of disasters.

d. Changes from the 1986 Estimates. Reflects a decrease of $15,000; a congressional reduction of $2,000 in Salaries and Expenses; and a reduction of $8,000 in Emergency Management Planning and Assistance and $5,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $295,000 and 2 workyears to this program element, of which $103,000 is under Salaries and Expenses and $192,000 is under Emergency Management Planning and Assistance. Projects include the following:

- Support for the Committee for Interagency Radiation Research and Policy Coordination (CIRRPC);
- Continuation of development of the Science and Technology Information System (STIS) to enhance access to and utilization of the scientific and technical basis for emergency management programs and activities; and

- Continue development of systems for management of information and transfer of technology to make attack preparedness and other multi-hazard technical information adequately available throughout the emergency management community.

f. 1987 Program. FEMA requests a total of $309,000 and 2 workyears for this program element, an increase of $14,000 over 1986. Included in this total are $109,000 for Salaries and Expenses and $200,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $309,000 and 2 workyears. The base program includes a net increase of $14,000: an increase of $13,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $1,000 for within-grade step increases. Three projects will be supported.

- The Committee for Interagency Radiation Research and Policy Coordination (CIRRPC); and
- Continued development and maintenance of the Science and Technology Information System (STIS) to make scientific and technical information and expertise readily accessible to all levels and elements of the emergency management community; and
- Continued development and maintenance of systems for management of information and transfer of technology to make attack preparedness and other, multi-hazard technical information adequately available throughout the emergency management community.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Policy and Planning

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program element provides for executive direction and the development of overall policies and plans for the integration and coordination of Federal preparedness programs to meet national security emergencies, and for comprehensive national emergency programs for natural, technological, and other hazards in peacetime. Included are:

- Planning studies for the coordination of the roles of Federal agencies in national security emergencies and development of measures to improve the coordination of multi-agency preparedness activities;

- Policy analyses and cost effectiveness evaluations of policy options and strategic alternatives for Federal preparedness programs concerning mobilization, resource, and civil preparedness;

- Development of strategies, methods, and techniques for creating post-attack survival capabilities (emergency health and medical, emergency food and water, emergency energy sources);

- Development of alternative strategies for comprehensive management of peacetime emergencies, and evaluation of their adequacy, appropriateness, and cost effectiveness within the broader context of national security preparedness requirements;

- Stimulation and assistance of U.S. businesses and industries to voluntarily enhance their preparedness for dealing with all hazards, including national security emergencies;

- Assessment of vulnerability of key national assets to intentional disruption, and development of plans to implement National Security Council policy for reducing those vulnerabilities;

- Development and evaluation of specific hazard prevention, mitigation, response, and recovery policies, programs, and strategies;

- Analysis of public and key group perceptions of program needs for use in evaluating and improving the credibility, acceptability, and feasibility of Federal preparedness program elements; and

- Support of the FEMA Advisory Board in its role of advising the FEMA Director on Agency policies and programs.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,457,000 and 16 workyears for this program element, of which $898,000 was under Salaries and Expenses and $559,000 was under Emergency Management Planning and Assistance. Accomplishments included:

- Executive direction of Federal preparedness programs;

- Program development activities in the establishment of an Integrated Emergency Management System concept;

- Development of a model for coordination among Federal agencies in domestic emergencies;

- Assessments of public understanding and attitudes toward the range of hazards and program needs addressed by Federal preparedness programs; and

- Support of the FEMA Advisory Board.

d. Changes from the 1986 Estimates. Reflects a decrease of $69,000: a reduction of $25,000 in Emergency Management Planning and Assistance and a reduction of $44,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,537,000 and 17 workyears to this program element, of which $983,000 is under Salaries and Expenses and $554,000 is under Emergency Management Planning and Assistance. Six workyears provide overall executive direction for Federal preparedness planning and assistance. Other activities in 1986 will use 11 workyears and include the following:

- Management and continuation and/or completion of analyses initiated in 1984 and 1985, concerning post-disaster recovery, warning and response, emergency food and water, emergency health and medicine, biomass gasification converters for expedient energy, problems and countermeasures for long-term land and water contamination, and performance reliability of key emergency service personnel in the face of catastrophic disasters;
- Update of civil preparedness policy and programs, commensurate with current program resources and program status, as required;
- Analysis of methods of reducing vulnerabilities of key assets by active and passive defenses;
- Updating estimates of resource requirements for surge activities in the event of an escalating crisis;
- Development of updated manuals and emergency information for emergency medical self-help;
- Design, development, and testing of a variety of methods for stimulating and assisting industry to enhance its preparedness through increased levels of voluntary emergency planning;
- Identification of key national assets, initial assessment of vulnerabilities of key infrastructure industrial sectors -- with initial emphasis upon the electric power and natural gas distribution networks -- and, development of reconstitution strategies and plans for those sectors;
- Continued analyses of social and behavioral problems in order to develop improvements in program elements that depend on public acceptance and on the performance of social and economic institutions of society for success; and
- Support for the FEMA Advisory Board in its role of advising the FEMA Director.

f. 1987 Program. FEMA requests a total of $1,613,000 and 17 workyears for this program element, an increase of $76,000 over 1986. Included in this total are $1,034,000 for Salaries and Expenses and $579,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,613,000 and 17 workyears. The base program includes a net increase of $76,000: an increase of $69,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $10,000 for within-grade step increases; a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $1,000 for increases due to inflation in other objects of expense.

1987 Increases/Decreases. None.

g. Outyear Implications. Starting in 1988, the program element Policy and Planning will show 7 fewer workyears and the new program element Industrial Emergency Preparedness will be proposed to reflect those 7 workyears.

3. Salaries and Expenses

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program consolidates the Salaries and Expenses detailed in each preceding narrative, thereby funding the personnel identified in each program element described above.

c. 1985 Accomplishments. In 1985, FEMA used $1,002,000 and 18 workyears for this program element under Salaries and Expenses. These funds provided for the accomplishments identified in the narrative for each program element.

d. Changes from the 1986 Estimates. Reflects a decrease of $51,000: a congressional reduction of $2,000 in Salaries and Expenses; and a reduction of $49,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,086,000 and 19 workyears to this program element under Salaries and Expenses. The use of funds and workyears are identified in the narrative of each program element.

f. 1987 Program. FEMA requests $1,143,000 and 19 workyears under Salaries and Expenses for this program element, an increase of $57,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $1,143,000 and 19 workyears. The base program includes a net increase of $57,000: an increase of $49,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $11,000 for within-grade step increases; a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15; and $1,000 for increases due to inflation in other objects of expense.

1987 Increases/Decreases. None.

g. Outyear Implications. Starting in 1988, the program element Policy and Planning will show 7 fewer workyears and the new program element Industrial Emergency Preparedness will be proposed to reflect those 7 workyears.

TRAINING AND FIRE PROGRAMS
Activity Overview

This activity prepares Federal, State, and local officials, their supporting staffs, emergency first responders, volunteer groups, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long-term recovery. Educational programs are provided through the Emergency Management Institute and the National Fire Academy. Fire Prevention and Control activities are developed and delivered through the United States Fire Administration.

- Instructional Programs and Materials. Develops, evaluates, and reproduces materials to support integrated emergency management.
- Training Field Deployment Systems. Supports delivery of training throughout the United States.
- Resident Programs. Supports delivery of training at the Emmitsburg, Maryland, residential campus.
- NETC Site Administration. Provides for the operations of the Emmitsburg campus.

The U.S. Fire Administration provides a Federal focus on identifying problems with which the nation's fire and rescue services must deal, finding solutions to these problems, and supporting State and local fire protection and emergency rescue efforts. This is accomplished through:

(1) Creating a national system for the collection, analysis, dissemination, and use of data to assist local fire and rescue services in establishing their own research and action priorities;

(2) Coordinating with national, State, and local governments which support and reinforce fire prevention, fire control and emergency response activities;

(3) Stressing production of improved firefighting practices, equipment, and gear to reduce firefighter death and injury;

(4) Increasing information to manufacturing and construction industries, related standards organizations and government agencies to improve consumer products, construction practices, and related activities; and

(5) Increasing fire prevention and fire safety awareness in the general public, who are both the victims and the principal causes of fires.

The 1987 budget request emphasizes cost sharing for training with State and local governments. In addition, funding for all programs of the U.S. Fire Administration is being eliminated since it is felt that these programs can be undertaken efficiently by State and local governments and the private sector.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Emergency Management Institute	TFP-7	6	$3,418	6	$3,399	6	$3,352	6	$2,873	...	-$479
B. National Fire Academy	TFP-23	70	11,028	78	11,750	60	11,691	78	9,041	18	-2,650
C. U.S. Fire Administration	TFP-42	30	9,512	20	7,737	22	7,364	...	...	-22	-7,364
Total, Training and Fire Programs (Budget Authority)		106	23,958	104	22,886	88	22,407	84	11,914	-4	-10,493
Permanent Workyears											
Headquarters		96		85		86		81		-5	
Regions		10		...		2		...		-2	
Total, Permanent		106		85		88		81		-7	
Total Workyears		106		104		88		84		-4	
Targeted Workyears		...		...		104		...		...	

Changes from Original 1986 Estimates

Reflects an increase (a decrease) from a transfer of funds between programs.
-$259,000 - National Fire Academy
$259,000 - U.S. Fire Administration

Reflects a congressional net increase of $528,000.
$103,000 - Emergency Management Institute
$725,000 - National Fire Academy
-$300,000 - U.S. Fire Administration

Reflects a reduction of $1,007,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

-$150,000	Emergency Management Institute
-$525,000	National Fire Academy
-$332,000	U.S. Fire Administration

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS						
Personnel Compensation						
11.1	Full-time permanent	$3,797	$2,553	$3,562	$2,582	-$980
11.3	Other than full-time permanent	85	557	...	...	...
11.5	Other personnel compensation	33	22	6	5	-1
11.8	Special personal services payments	3	391	...	...	...
11.9	Total personnel compensation	3,918	3,523	3,568	2,587	-981
Personnel Benefits						
12.1	Civilian personnel	454	403	402	292	-110
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	15	...	...	...	...
Non-Personnel Costs						
21.0	Travel and transportation of persons	218	280	332	388	56
22.0	Transportation of things	22	66	25	24	-1
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	228	1,651	1,054	916	-138
24.0	Printing and reproduction	416	502	711	580	-131
25.0	Other services	7,898	8,531	9,014	5,285	-3,729
26.0	Supplies and materials	190	210	204	133	-71
31.0	Equipment	510	726	560	265	-295
32.0	Lands and structures	2,582	1,234	961	647	-314
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	7,507	5,760	5,576	797	-4,779
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		23,958	22,886	22,407	11,914	-10,493

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	. .
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	..	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	..	...	...
22.0 Transportation of things	$5	...	$9	$9	...
23.1 Standard level user charges	...	..	..	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	27	$557	510	308	-$202
24.0 Printing and reproduction	416	502	701	570	-131
25.0 Other services	7,629	8,525	8,945	5,214	-3,731
26.0 Supplies and materials	178	204	177	108	-69
31.0 Equipment	501	708	543	213	-330
32.0 Lands and structures	2,582	1,234	961	647	-314
33.0 Investments and loans	...	...	...	...	..
41.0 Grants, subsidies, and contributions	7,507	5,760	5,576	797	-4,779
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	18,845	17,490	17,422	7,866	-9,556

SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$3,797	$2,553	$3,562	$2,582	-$980
11.3 Other than full-time permanent	85	557	...	...	...
11.5 Other personnel compensation	33	22	6	5	-1
11.8 Special personal services payments	3	391	...	...	...
11.9 Total personnel compensation	3,918	3,523	3,568	2,587	-981
Personnel Benefits					
12.1 Civilian personnel	454	403	402	292	-110
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	15	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	218	280	332	388	56
22.0 Transportation of things	17	66	16	15	-1
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	201	1,094	544	608	64
24.0 Printing and reproduction	...	...	10	10	...
25.0 Other services	269	6	69	71	2
26.0 Supplies and materials	12	6	27	25	-2
31.0 Equipment	9	18	17	52	35
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	5,113	5,396	4,985	4,048	-937

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

A. Emergency Management Institute Estimates by Program Element	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Instructional Programs and Materials	TFP-12	...	$1,079	...	$1,038	...	$1,185	...	$1,238	...	$53
2. Training Field Deployment Systems	TFP-17	...	516	...	961	...	747	...	681	...	-66
3. Resident Programs	TFP-18	6	1,018	6	775	6	827	6	714		-113
4. NETC Site Administration	TFP-20	...	...	...	...	...	...	...	...	...	...
5. NETC West Site Administration	TFP-20	...	561	...	380	...	364	...	...	...	-364
6. Salaries & Expenses	TFP-21	...	244	...	245	...	229	...	240	...	11
Total, Emergency Management Institute (Budget Authority)		6	3,418	6	3,399	6	3,352	6	2,873	...	-479
Permanent Workyears											
Headquarters		6		6		6		6		...	
Regions		...		...		...		...		...	
Total, Permanent		6		6		6		6		...	
Total Workyears		6		6		6		6		...	
Targeted Workyears		...		...		6		...		...	

Changes From Original 1986 Estimates

Reflects a transfer of funds between programs.
$200,000 - Instruction Programs and Materials
-$200,000 - Training Field Deployment Systems

Reflects a net congressional increase of $103,000.
$20,000 - Training Field Deployment Systems
$89,000 - Resident Programs
-$6,000 - Salaries and Expenses

Reflects a reduction of $150,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$53,000 - Instructional Programs and Materials
-$34,000 - Training Field Deployment Systems
-$37,000 - Resident Programs
-$16,000 - NETC West Site Administration
-$10,000 - Salaries and Expenses

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

A. Emergency Management Institute	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	..	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	$2	$2	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	$97	67	5	-$62
24.0 Printing and reproduction	$42	202	118	103	-15
25.0 Other services	2,072	2,504	1,870	1,857	-13
26.0 Supplies and materials	16	10	30	30	...
31.0 Equipment	146	181	107	50	-57
32.0 Lands and structures	320	129	129	...	-129
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	578	31	800	586	-214
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	3,174	3,154	3,123	2,633	-490

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

A. Emergency Management Institute	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$204	$145	$177	$178	$1
11.3 Other than full-time permanent	...	31	...	...	...
11.5 Other personnel compensation	2	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	206	176	177	178	1
Personnel Benefits					
12.1 Civilian personnel	22	20	19	19	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	16	9	7	7	...
22.0 Transportation of things	...	1	2	2	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	106	83	21	-62
24.0 Printing and reproduction	42	202	118	103	-15
25.0 Other services	2,072	2,510	1,875	1,862	-13
26.0 Supplies and materials	16	16	35	35	...
31.0 Equipment	146	199	107	60	-47
32.0 Lands and structures	320	129	129	...	-129
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	578	31	800	586	-214
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	3,418	3,399	3,352	2,873	-479

SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

A. Emergency Management Institute	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$204	$145	$177	$178	$1
11.3 Other than full-time permanent	...	31	...	...	...
11.5 Other personnel compensation	2	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	206	176	177	178	1
Personnel Benefits					
12.1 Civilian personnel	22	20	19	19	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	16	9	7	7	...
22.0 Transportation of things	...	1	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	9	16	16	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	6	5	5	...
26.0 Supplies and materials	...	6	5	5	...
31.0 Equipment	...	18	...	10	10
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	244	245	229	240	11

A. Emergency Management Institute

This program includes development, deployment and evaluation of course materials for training programs which are grouped under three functional areas: Comprehensive Emergency Management Programs, Executive Programs, and Technical Programs. This approach ensures that all Emergency Management Institute (EMI) students will be provided effective training within the Integrated Emergency Management System (IEMS), a categorization based on the premise that while the size and scope of emergencies differ, there are, from a management perspective, commonalities for population movement and shelter, medical care, feeding, etc., whether the event is a single isolated emergency (such as, fire, flood, tornado) or catastrophic nuclear war.

This program prepares Federal, State, and local officials to meet the responsibilities of emergency training for natural hazards, offsite nuclear power plant safety, hazardous material incidents, declared disaster operations, emergency medical response, and the parallel management functions applicable to all of these - planning and preparedness, mitigation, response, and recovery.

The many hazards that cause emergencies are no longer viewed as separate entities with no connection and with different management responses. Instead, emergencies are viewed as events demanding an articulated public service response, for the objective is the same whatever the cause of the emergency may be - saving lives and property and preserving social and economic stability. As this new approach matures, the field of study and professional training in applied emergency management is being developed and delivered through the EMI.

1. Instructional Programs and Materials

a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; National Flood Insurance Act of 1968, 42 U.S.C. 4001 et seq.; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.

b. Objective/Element Description. Under this program element, EMI develops and offers courses that support the training needs of domestic preparedness in communities throughout the nation. Selected training activities are conducted at resident facilities while the majority of courses are conducted by State emergency management offices with financial and technical assistance provided through the ten FEMA Regional Offices.

Using the IEMS approach, training materials are provided in the following three curricula areas:

- Technical Programs Curriculum. Courses focus on specific technical skills and management functions in off-site nuclear power plant safety, hazardous material incidents, Presidentially-declared disaster operations, and natural and technological hazards. Courses are offered on civil preparedness subjects, on off-site nuclear power plant safety and hazardous material emergencies, on natural hazards and disaster operations, and a varying number of instructor qualification courses. Courses are conducted at resident facilities and in the field.

- Executive Programs Curriculum. This curriculum focuses on the role emergency management has in the field of public administration. Courses strengthen the view that the capability to manage emergencies is an essential and integral part of every discipline within public administration. Content ranges from technical information basic to building and operating emergency management systems, to legislative and policy considerations of governing officials. Seminars and conferences are conducted on contemporary issues, long-range emergency management strategies, and analogous programs in other countries. The emergency preparedness courses under this curriculum are conducted at resident facilities and in the field. The field courses are administered and taught by States with Comprehensive Cooperative Agreement (CCA) funds.

- Comprehensive Emergency Management Curriculum. Courses in this curriculum are performance-oriented, practical exercises that simulate high-stress emergency situations. Courses include national security, nuclear incident, response, mitigation, recovery, and exercise design. Teams of students (in several cases entire communities through a "big cities" approach) having key management roles are brought together for each course, whatever the scenario may be. The objective of this curriculum is network building and capability enhancement within and among political jurisdictions.

In support of these curricula, instructional materials are developed, tested, printed, and packaged for nationwide use. These materials include instructor guides, student manuals, electronic software, exercise scenarios, and audio-visual and graphic aids. Development, which includes curriculum and course revisions as well as new projects, is accomplished by any one or a combination of faculty and staff, through procurement by contract, or assistance of expert associate faculty. Prototype testing and evaluation is an integral part of the EMI development process. Though curriculum advancement in emergency management has doubled over the past four years, it has not met demand.

c. 1985 Accomplishments. In 1985, FEMA used $1,079,000 and no workyears for this program element under Emergency Management Planning and Assistance. The 1985 program included the development, expansion, and/or revision of the following:

- Curriculum planning and evaluation in a systematic way to assure quality control at a cost of $157,000. This gave a neeeded focus to coordinated planning and evaluation, preventing duplication, and overlap.

- Revision of 13 hazard specific courses, along with the development of eight additional courses designed to solidify the IEMS concept in the curriculum.

- Additional exercise formats and materials were produced to include all phases of emergency management utilizing various types of incident based scenarios.

- Four new courses developed in the area of disaster relief, with training programs aimed at increasing the disaster response and recovery capability of State and local governments in order to make them self-sufficient in the event of large natural and technological disasters until Federal assistance arrives on the scene.

d. Changes from the 1986 Estimates. Reflects a net increase of $147,000: an increase of $200,000 in Emergency Management Planning and Assistance due to a transfer of funds; and a reduction of $53,000 in Emergency Management Planning and Assistance due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,185,000 and no workyears to this program element under Emergency Management Planning and Assistance. The following projects will be undertaken in 1986:

- Technical Programs Curriculum. $280,000 is being used for needs assessments, instructional design prototype testing, evaluation, revision, and printing the established programs of study within this curriculum area. In addition, teleconferences and computer-aided instruction (CAI) are being piloted for mass training. This state-of-the-art educational technology is being used because limited financial and personnel resources require outreach techniques that train greater numbers with time sensitive information at level cost. Teleconferencing allows thousands to receive information consistent with social learning trends (visual) rather than through reading. CAI emphasis is first being applied to refresher courses.

  A new course, called "Emergency Management in the Workplace Environment," is being developed and piloted based on demand for managers of critical institutions such as factories, businesses, hospitals, schools, etc., for the purpose of creating a heightened capacity to perform common emergency management functions across domestic and national security emergencies. Such training produces a credible combination of realistic plans and operational capabilities that are achievable and predictable. The community, business and government interface is being strengthened.

- Executive Programs Curriculum. $185,000 is being used for the development and revision of five courses including adult training methodology, contemporary issues in emergency management, intergovernmental relations, field training management for the Professional Development Series (PDS), and a business and industry conference. A refresher course on techniques of instruction is being developed; it is designed to improve the quality of training to increase realization of training objectives.

  Seminars on contemporary issues are being revised to bring new ideas and current non-war related concerns to the attention of career emergency program managers in local and State government. The Inter-governmental Relations Seminar for mayors, city managers, and county executives received high evaluation ratings.

- Comprehensive Emergency Management Curriculum. $384,000 is being used to develop exercises related to domestic preparedness, such as hazardous materials and earthquake response. These exercise courses are conducted either at EMI or in a community. The exercise course must be reformatted each time it is conducted; a detailed analysis is performed to discover and review potential hazards, emergency plans, existing administrative structures, and available physical resources. Courses stress attendance from high hazard areas of the west coast and central United States earthquake areas (Illinois, Indiana, Arkansas, Tennessee, Kentucky, and Mississippi). A highlight was course delivery to Charleston, South Carolina, on the anniversary of their most significant earthquake ever recorded. Emphasis on hazardous materials training to complement EPA's government-wide air toxics initiatives was implemented.

Included is $336,000 for curriculum planning and evaluation consisting of evaluation of six courses; development of two research monographs; planning and coordination of two seminars for senior executives of State and local governments and the private sector; accreditation of six courses; revision of the Statement of Training and Education Requirements; and development of the FEMA Five-Year Curriculum Management Plan.

f. 1987 Program. FEMA requests $1,238,000 and no workyears under Emergency Management Planning and Assistance for this program element, an increase of $53,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $1,238,000 and no workyears. The base program includes an increase of $53,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

The base program provides funding for the following:

- Technical Programs Curriculum. $300,000 is requested for need assessments, instructional design, prototype testing, evaluation, revision, and printing that will establish programs of study within this curriculum area. In addition, a teleconference on hospital radiation emergency preparedness will be developed for mass training. Critical to successful deployment is effective use of state-of-the-art educational technology. Limited financial and personnel resources require outreach techniques that can train greater numbers at level cost. Teleconference funds are required for conducting training at a central location, and thousands can receive survey course training in the time it now takes to train a hundred. A new course, called "Emergency Management in the Workplace Environment," will be deployed in response to industry requests for managers of critical institutions such as factories, businesses, hospitals, schools, etc., for the purpose of creating a heightened capacity to perform common emergency management functions across domestic and national security emergencies. Such training will produce a credible combination of realistic plans and operational capabilities that are achievable and predictable and not currently in place in the private sector.

- Executive Programs Curriculum. $180,000 is requested to fund the development and/or revision of six courses including adult training methodology, contemporary issues in emergency management, intergovernmental relations, field training management for the Professional Development Series, emergency management public information, and a business and industry conference. In recent years, EMI has made great strides in curriculum development and preparation of materials for nationwide deployment. Maximum training effectiveness, however, is dependent on excellence of instruction. A refresher course on techniques of instruction for cadres of State instructors will improve quality of training and concommitant realization of training objectives with funds used by States through cooperative funding agreements.

Seminars on contemporary issues are revised annually to bring new ideas and current concerns to the attention of career emergency program managers in local and State governments. Intergovernmental relations seminars strengthen the proficiency of local government administration in civil emergency preparedness. Not only are administrators responsible for the execution of policies set by elected officials, but they submit policy proposals and provide facts and advice on matters of public policy used as a basis for making community decisions. This seminar is evaluated and revised after each offering, which entails a continuous development effort. EMI's central effort in civil preparedness is called the Professional Development Series which consists of four courses, one of which contains four modules; all of the courses have been accredited by the American Council on Education (ACE). These courses are taught by the States after completing trainer qualifying courses at EMI. Annually, several thousand students are taught through the States in professional development for emergency managers, which includes fire, police, and elected policy makers at the county/city level. Evaluation and revision of courses is a continuous project, as is the revision of field program guidance and plans of instruction since these courses are offered and conducted by States. During 1984, a clearer definition of the industrial preparedness requirements was produced. As a result, new training systems in industrial preparedness were initiated. Subsequently, in 1986 a new course will be developed to support this new approach.

- Comprehensive Emergency Management Curriculum. $407,000 is requested to develop and revise exercise courses related to civil preparedness such as hazardous materials and earthquake response. These exercises immerse students in the practical application of management functions. Courses include lecture blocks and workshops on generic emergency management subjects that lead to an emergency simulation. Scenario events of increasing complexity and threat are subtly interspersed throughout course sessions. Finally, a simulated emergency situation arises and participants must cope with realistic, daily operations in a high-stress, response environment. In 1986, a major development or reformatting project of existing courses will commence to enhance skills in local communities by conducting, these exercise courses either in the community or at EMI. Each time a course is conducted for a specific community, reformatting is necessary; a detailed analysis must be performed in the community that includes potential hazards, emergency plans, existing administrative structure, and available physical resources.

  Funding in the amount of $351,000 will be provided for curriculum planning and evaluation consisting of the evaluation of six courses; development of two research monographs; planning and coordination of two seminars for senior executives of State and local governments and the private sector; accreditation of three field and resident courses; update and revision of the Statement of Training and Education Requirement and update and revision of the FEMA Five-Year Curriculum Management Plan.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Training Field Deployment Systems

a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 *et seq.*; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 *et seq.*; National Flood Insurance Act of 1968; 42 U.S.C. 4001 *et seq.*; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 *et seq.*

b. Objective/Element Description. EMI manages a nationwide, non-resident program of instruction. This cost effective decentralized training is conducted by State emergency management training offices. Financial and administrative assistance is provided to States through FEMA regional offices under Comprehesive Cooperative Agreements. Thirty-two courses are offered by States under this system, 24 of which are in subjects relating to civil preparedness. The objective is to deploy performance-oriented training and instructional materials which meet the requirements of radiological protection, emergency program management, exercise assistance, emergency response services, business and industry, and other emergency management groups having related interests. Policy guidance is grouped under three functional areas or curricula, as previously described: Technical Programs Curriculum, Executive Programs Curriculum, and the Comprehensive Emergency Management Programs Curriculum. Inherent in such executive direction is the preparation of operational guidance that states both general and specific goals and objectives. This guidance is designed to meet the goals of FEMA's Integrated Emergency Management System (IEMS).

Under this element, training is delivered throughout the United States using regional offices and State emergency management agencies. Financial assistance is provided to State government agencies to support their training efforts as well as instructional materials and technical assistance to conduct courses. A qualification program for instructors is conducted at EMI for all persons designated as such by State training offices. The vast network created by the program is the mainstay of EMI's nationwide deployment system, and also provides instructors should a national crisis occur.

c. 1985 Accomplishments. In 1985, FEMA used $961,000 and no workyears for this program element under Emergency Management Planning and Assistance.

This program provided for the delivery of course offerings for public officials on natural hazards, analysis of hazardous materials emergencies, and basic reactor status safety considerations to approximately 6,998 students. In addition, curricula development and evaluation was undertaken in a systematic manner to assure consistency and quality control at a cost of $97,000. In 1985 and 1986, curriculum management and program evaluation is receiving extra emphasis.

d. Changes from the 1986 Estimates. Reflects a decrease of $234,000: a decrease of $200,000 in Emergency Management Planning and Assistance due to a transfer of funds and a reduction of $34,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $747,000 and no workyears to this program element under Emergency Management Planning and Assistance. These funds provide for the deployment of various courses which support peacetime preparedness objectives. Updated courses are offered to upgrade State and local government's managerial skills in earthquake and flood mitigation, nuclear power plant accidents, incidents involving the transport and storage of nuclear and other hazardous materials and wastes, and to maintain instructor training programs in these areas. An estimated 475 course offerings are planned with 15,000 graduates.

f. 1987 Program. FEMA requests $681,000 and no workyears under Emergency Management Planning and Assistance for this program element, a decrease of $66,000 from 1986.

1987 Base Program. The 1987 request includes a base program of $781,000 and no workyears. The base program includes an increase of $34,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177). These funds will provide for:

- Evaluation of field instructors, instructional materials, and student response to course content and presentations;
- Deployment of various courses which support peacetime preparedness objectives. Updated courses will be offered to upgrade State and local governments' managerial skills in earthquake and flood mitigation, nuclear power plant accidents, incidents involving the transport and storage of nuclear and other hazardous materials and wastes, and to maintain instructor training programs in these areas. An estimated 415 courses offerings are planned for 13,000 students; and
- Administration of a national home-study program and the provision of instructional materials as requested by K-12 teachers and university faculty.

1987 Decreases. The 1987 program includes a decrease of $100,000 from the base program. This decrease is for student stipends for travel which will be paid by the State and local students in 1987 as part of a government-wide policy to require more cost sharing for training.

g. Outyear Implications. No outyear implications over the 1987 request.

3. Resident Programs

a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; National Flood Insurance Act of 1968; 42 U.S.C. 4001 et seq.; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.

b. Objective/Element Description. EMI conducts training that enhances the emergency preparedness posture of local, State and Federal governments, the private sector, volunteer organizations, and those in allied professions. The mix of students who attend EMI reflects dependencies inherent in preparing for a national crisis because EMI has adopted the approach that the many responsibilities and functions comprising emergency management cannot be viewed in isolation from each other.

The scope of training at EMI includes management skills necessary for the organization, operations, and maintenance of emergency management systems; technical information related to civil emergency preparedness, hazard mitigation, response, and recovery from emergencies and disasters; techniques of individual action in the context of political, social, and economic requirements; emergency management programs and policies; and the roles and responsibilities of all levels of government and the private sector in the face of emergencies and disasters.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,262,000 and 6 workyears for this program element, of which $244,000 was under Salaries and Expenses and $1,018,000 was under Emergency Management Planning and Assistance. Twenty-three course offerings were delivered at the Emmitsburg facility to 766 students. New recruitment strategies, the popularity of site specific exercise courses, and satellite teleconference contributed to an increase in course offerings and student participation. Included is $101,000 to assure consistency and quality control in curricula development and evaluation.

d. Changes from the 1986 Estimates. Reflects a net increase of $36,000: a congressional increase of $89,000 in Emergency Management Planning and Assistance and a reduction of $6,000 in Salaries and Expenses; and a reduction of $37,000 in Emergency Management Planning and Assistance and $10,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,056,000 and 6 workyears to this program element, of which $229,000 is under Salaries and Expenses and $827,000 is under Emergency Management Planning and Assistance. Eighteen non-Civil Defense resident course offerings will be offered to 700 students at the Emmitsburg site, and EMI sponsored direct field training.

f. 1987 Program. FEMA requests a total of $954,000 and 6 workyears for this program element, a net decrease of $102,000 from 1986. Included in this total are $240,000 for Salaries and Expenses and $714,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,104,000 and 6 workyears. The base program includes a net decrease of $48,000; an increase of $47,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15.

1987 Decreases. The 1987 program includes a decrease of $150,000 from the base program. This decrease is for student stipends for travel which will be paid by the State and local students in 1987 as part of a government-wide policy to require more cost sharing for training.

g. Outyear Implications. No outyear implications over the 1987 request.

4. NETC Site Administration

a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; National Flood Insurance Act of 1968, 42 U.S.C. 4001 et seq.; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.

b. Objective/Element Description. This element provides a share of the cost of operating and maintaining the National Emergency Training Center (NETC) facility in Emmitsburg, Maryland. The funding in this element covers the non-Civil Defense portion of the facility costs for items such as maintenance, security, housekeeping, equipment, renovation, rent, and similar costs. Also included is a portion of the resources required for executive direction and Headquarters coordination.

c. 1985 Accomplishments. This item was not included in the 1985 submission.

d. Changes from the 1986 Estimates. None.

e. 1986 Program. No funds were requested in the 1986 submission.

f. 1987 Program. No funding is being requested for this item for 1987.

g. Outyear Implications. No outyear implications over the 1987 request.

5. NETC West Site Administration

a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; National Flood Insurance Act of 1968, 42 U.S.C. 4001 et seq.; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.

b. Objective/Element Description. This element provides a share of the cost of operating the Carson City, Nevada, campus. This extension facility will offer resident courses of EMI which have been developed at the parent facility. Operation of the facility will increase the Agency's continuing educational effort.

c. 1985 Accomplishments. In 1985, FEMA used $561,000 and no workyears under Emergency Management Planning and Assistance. This amount provided a portion of the funds required to begin work on the western campus.

d. Changes from the 1986 Estimates. Reflects a decrease of $16,000 in Emergency Management Planning and Assistance due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $364,000 and no workyears to this program element under Emergency Management Planning and Assistance. A request to reprogram these funds to offset reductions pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) will be submitted at a later date.

f. 1987 Program. In 1987, FEMA is requesting no funds for this element.

1987 Base Program. The 1987 request includes a base program of $380,000 and no workyears. The base program includes an increase of $16,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

1987 Decreases. The 1987 program includes a decrease of $380,000 from the base program. Not only is the demand for training insufficient to justify a new institution, but there is an expected decline in the number of students seeking training as a result of State and local budget constraints. In addition, cost sharing for training provided to State and local students will regulate demand for courses.

g. Outyear Implications. No outyear implications over the 1987 request.

6. Salaries and Expenses

a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 *et seq.*; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 *et seq.*; National Flood Insurance Act of 1968, 42 U.S.C. 4001 *et seq.*; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 *et seq.*

b. Objective/Element Description. The objective of this element is to provide Salaries and Expenses funds for the Emergency Management Institute. The personnel are used for the development and delivery of non-Civil Defense-funded courses.

c. 1985 Accomplishments. In 1985, FEMA used $244,000 and 6 workyears for this program element under Salaries and Expenses. These resources were used to support a portion of the EMI resident program.

d. Changes from the 1986 Estimate. Reflects a decrease of $16,000: a congressional reduction of $6,000 in Salaries and Expenses; and and a reduction of $10,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $229,000 and 6 workyears to this program element under Salaries and Expenses.

f. 1987 Program. FEMA requests $240,000 and 6 workyears for this program element, an increase of $11,000 over 1986. These resources are being used to support a portion of the EMI resident program.

1987 Base Program. The 1987 request includes a base program of $240,000 and 6 workyears. The base program includes a net increase of $11,000; an increase of $10,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15.

g. Outyear Implications. No outyear implications over the 1987 request.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

B. National Fire Academy Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Instructional Programs & Materials	TFP-28	4	$353	5	$807	5	$778	5	$813	...	$35
2. Training Field Deployment Systems	TFP-31	9	1,383	10	1,902	9	1,629	10	1,702	1	73
3. Resident Programs	TFP-35	17	1,785	23	464	21	1,640	23	464	2	-1,176
4. NETC Site Administration	TFP-38	40	2,530	40	2,866	25	2,743	40	2,254	15	-489
5. NETC West Site Administration	TFP-40	...	1,443	...	1,500	...	1,292	...	...	...	-1,292
6. Salaries & Expenses	TFP-41	...	3,534	...	4,211	...	3,609	...	3,808	...	199
Total, National Fire Academy (Budget Authority)		70	11,028	78	11,750	60	11,691	78	9,041	18	-2,650
Permanent Workyears											
Headquarters		70		59		60		75		15	
Regions		...		...		...		...		...	
Total, Permanent		70		59		60		75		15	
Total Workyears		70		78		60		78		18	
Targeted Workyears		...		...		78		...		...	

Changes from Original 1986 Estimates

Reflects a decrease from a transfer of funds between programs.
$6,000 - Instructional Programs and Materials
-$6,000 - Training Field Deployment Systems
-$259,000 - Salaries and Expenses

Reflects a net congressional increase of $725,000.
-$194,000 - Training Field Deployment Systems
$1,250,000 - Resident Programs
-$150,000 - NETC West Site Administration
-$181,000 - Salaries and Expenses

Reflects a reduction of $525,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).
-$35,000 - Instructional Programs and Materials
-$73,000 - Training Field Deployment Systems
-$74,000 - Resident Programs
-$123,000 - NETC Site Administration
-$58,000 - NETC West Site Administration
-$162,000 - Salaries and Expenses

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

B. National Fire Academy	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,433	$1,943	$2,382	$2,404	$22
11.3 Other than full-time permanent	72	327	...	...	...
11.5 Other personnel compensation	22	20	5	5	...
11.8 Special personal services payments	3	285	...	...	...
11.9 Total personnel compensation	2,530	2,575	2,387	2,409	22
Personnel Benefits					
12.1 Civilian personnel	296	296	270	273	3
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	15	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	185	190	301	381	80
22.0 Transportation of things	22	65	22	22	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	224	1,530	968	895	-73
24.0 Printing and reproduction	320	292	503	477	-26
25.0 Other services	2,775	4,184	4,328	3,423	-905
26.0 Supplies and materials	164	184	167	98	-69
31.0 Equipment	364	527	453	205	-248
32.0 Lands and structures	2,262	1,105	832	647	-185
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	1,871	802	1,460	211	-1,249
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	11,028	11,750	11,691	9,041	-2,650

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

B. National Fire Academy	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	..	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	. .	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	$5	...	$7	$7	...
23.1 Standard level user charges	...	...	..	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	23	$445	443	303	-$140
24.0 Printing and reproduction	320	292	493	467	-26
25.0 Other services	2,506	4,184	4,264	3,357	-907
26.0 Supplies and materials	152	184	147	78	-69
31.0 Equipment	355	527	436	163	-273
32.0 Lands and structures	2,262	1,105	832	647	-185
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	1,871	802	1,460	211	-1,249
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	7,494	7,539	8,082	5,233	-2,849

SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

B. National Fire Academy	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$2,433	$1,943	$2,382	$2,404	$22
11.3 Other than full-time permanent	72	327	...	...	...
11.5 Other personnel compensation	22	20	5	5	...
11.8 Special personal services payments	3	285	...	...	...
11.9 Total personnel compensation	2,530	2,575	2,387	2,409	22
Personnel Benefits					
12.1 Civilian personnel	296	296	270	273	3
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	15	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	185	190	301	381	80
22.0 Transportation of things	17	65	15	15	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	201	1,085	525	592	67
24.0 Printing and reproduction	...	...	10	10	...
25.0 Other services	269	...	64	66	2
26.0 Supplies and materials	12	...	20	20	...
31.0 Equipment	9	...	17	42	25
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	3,534	4,211	3,609	3,808	199

B. National Fire Academy

This program provides for the operation of the National Fire Academy (NFA) educational program at the residential sites in Emmitsburg, Maryland, and Carson City, Nevada, and through the off-site outreach courses; support for the curricula development and evaluation effort; and a portion of the operating costs for the Emmitsburg and Carson City campuses.

1. Instructional Programs and Materials

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. Objective/Element Description. This element provides for the development and evaluation of National Fire Academy courses which are delivered in the field and at the Emmitsburg, Maryland, and Carson City, Nevada, residential sites. Each course proceeds through a very systematic, five phase development process, which includes needs assessment and task analysis, course structure, student and instructor manual development, pilot testing and revisions, and material preparation for national distribution. All courses are evaluated through a computerized evaluation system. Pilot offerings are observed by the course designer(s) who administer unit evaluation forms. All courses are constantly being monitored to assure that the content is the most advanced possible. Additionally, this element provides professional course development support for the National Fire Academy's Train-the-Trainer courses and In-Service Training Program. This element also provides for developing the materials for National Fire Academy teleconferences.

c. 1985 Accomplishments. In 1985, FEMA used a total of $526,000 and 4 workyears for this program element, of which $173,000 was under Salaries and Expenses and $353,000 was under Emergency Management Planning and Assistance. During 1985, the following work was accomplished:

- Completed development and pilot testing of three new Resident courses: Management of Fire Prevention Programs, Information Management Systems, and Hazardous Substance Specialist.
- Initiated development on Command and Control of Fire Department Operations at Major Fires, Command and Control of Fire Department Operations at Catastrophic Disasters, and Fire Service Financial Management for delivery and pilot testing in 1986.
- Developed four courses for field delivery: Initial Company Tactical Operations, Multiple Company Tactical Operations, Fire Safe Building Design and Firefighter Safety and Survival.
- Revised/updated courses including: Introduction to Fire Safety Education; Use of Microcomputers, Advanced Incident Command; Preparing for Incident Command; Commanding the Initial Response; Strategic Analysis of Fire Department Operations; Building Construction; and Fire Apparatus Purchase and Maintenance.

- Prepared course materials for national distribution through Train-the-Trainer (1) Fire Service Supervision/Personal and Fire Service Supervision/Team.

- Developed and delivered nationally, a teleconference on hazardous materials response.

- Conducted a mid-management curriculum review in the Resident and Field Programs Divisions.

- Conducted a pilot test of a new core team evaluation system in the Field Progams Division.

Included in the allocation under Emergency Management Planning and Assistance is $100,000 for continued accreditation with the American Council on Education (ACE) for new NFA courses; expansion of the National Emergency Training Center (NETC) evaluation system to include NFA courses; and continued initiatives to assure coordinated development of courses and course modules consistent with Integrated Emergency Management Systems (IEMS) concepts.

d. Changes from the 1986 Estimates. Reflects a net decrease of $40,000: an increase of $6,000 in Emergency Management Planning and Assistance due to a transfer of funds; and a reduction of $35,000 in Emergency Management Planning and Assistance and a reduction of $11,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,026,000 and 5 workyears to this program element, of which $248,000 is under Salaries and Expenses and $778,000 is under Emergency Management Planning and Assistance. The following activities are planned for 1986:

- Continue development of a long-range curriculum plan which will focus on courses in the Command and Staff Program and the Executive Fire Officer Program;

- Develop two teleconferences: Public Fire Safety Education and Fire Administration;

- Pilot test and prepare materials for two field courses for use in Train-the-Trainer program. These materials and those for another technical fire course will be made available to all fire service personnel through a national distribution system;

- Revise/update seven courses to reflect changing technical content;

- Evaluate all courses systematically and periodically; and

- Develop three new courses for delivery in the resident and field delivery system in 1987. These courses include two for the resident program: two Executive Fire Officer Program courses; Strategic Analysis of Fire Administration and Training and Strategic Analysis of Fire Prevention Programs; and Firefighter

Safety and Survival: The Chief Officer's Responsibility for Field Delivery under the Line Officer/Train-the-Trainer program.

Included in this total is $224,000 for curriculum planning and evaluation consisting of the evaluation of six courses; accreditation of six courses; development of two research monographs; planning and coordination of two fire-related seminars for senior executives of State and local governments and the private sector; revision of the Statement of Training and Education Requirements and development of the FEMA Five-Year Curriculum Management Plan

f. 1987 Program. FEMA requests a total of $1,073,000 and 5 workyears for this program element, an increase of $47,000 over 1986. Included in this total are $260,000 for Salaries and Expenses and $813,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $1,073,000 and 5 workyears. The base program includes a net increase of $47,000; an increase of $46,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $2,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes an increase to achieve the targeted workyears in the 1986 current estimate. In 1987, plans include the following:

- Development of two additional courses for inclusion in the Executive Fire Officer and Command and Staff Curriculum.
- Development of eight field delivered courses, seminars and teleconferences which address the technical and management fire service needs as well as some specialized training needs.
- Preparation of two field courses for use in Train-the-Trainer classes and be made available for national distribution.
- Evaluation and revision of seven current courses.

The emphasis in development will be placed on high technology, increased management responsibility and a high visibility, and widespread distribution system for field courses which complement and supplement State and local programs.

Included in the request under Emergency Management Planning and Assistance is $234,000 for curriculum planning and evaluation consisting of the evaluation of six field courses and delivery systems; development of two research monographs; planning and coordination of two fire-related seminars for senior executives of State and local governments and the private sector; accreditation of three courses; update and revision of the Statement of Training and Education Requirements; and the update and revision of the FEMA Five-Year Curriculum Management Plan.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Training Field Deployment Systems

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.

b. Objective/Element Description. This element provides for an outreach program that is administered by the Academy and delivered by adjunct faculty in cooperation with and with assistance from State and local fire training agencies. Courses are delivered in every State, primarily on weekends to allow maximum opportunity for volunteer fire personnel attendance. Program elements include:

Line Officer/Train-the-Trainer. This program represents a philosophy of closing the loop in the "weak link" of fire service training--the line officer--by directing the efforts of the Academy to develop the skills and abilities of these officers; this is being accomplished through "Train-the-Trainer" courses already handed-off and those planned for handoff. It is the NFA's intent that completion of specific field courses will become prerequisites for attendance at certain resident courses at the Academy in the near future.

Direct Supplementary Delivery. This program is designed to supplement State and local efforts with state-of-art training in subjects that address emerging technologies and needs of fire service organizations, so they will be prepared to enter the 21st Century and continue our collective efforts to stop America from burning.

Academy Planning and Assistance. Programs are designed to provide a dynamic interface with the fire service and allied professions. This program provides workshops, seminars, teleconferences, technical assistance, and training assistance to the State and local fire service organizations.

Open Learning for the Fire Service Program (OLFSP). OLFSP is designed to provide a program that gives fire service personnel an opportunity to earn Baccalaureate Degrees in Fire Administration or Fire Technology. The OLFSP works with a network of accredited colleges and universities in administering and instructing this independent study program.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,773,000 and 9 workyears for this program element, of which $390,000 was under Salaries and Expenses and $1,383,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows:

- Held the first National Training Resource and Data Exchange (TRADE) Conference at the Academy. This initiative brought 173 State and major city fire department training officials together at a national conference to identify and exchange existing exemplary fire training materials, and concurrently, identify national short- and long-term training resource needs.

- Held a Line Officer/Train-the-Trainer (LO/TT) instructional workshop in which senior fire service instructors from 160 State and local fire service training agencies, Guam, the Commonwealth of Puerto Rico, U.S. Virgin Islands and the military services participated. Two 16-hour supervision courses: "Fire Service Supervision: Increasing Personal Effectiveness" and "Fire Service Supervision: Increasing Team Effectiveness were "handed-off," and it is estimated these LO/TT instructors will present these courses to an additional 60,000 fire service personnel within the following 18 months.
- Implemented a new initiative under the LO/TT program called the "LO/TT Manual Support Program," in order to increase the number of people reached at the local level and to track their attendance for future certification needs. Upon completion of the on-campus instructional workshops, each participating agency was provided the necessary quantity of student course manuals to meet their training requirements at the local level.
- Over 8,500 fire and rescue personnel participated in 282 course offerings conducted at the State and local level by National Fire Academy adjunct faculty, in cooperation with and through State fire training and metropolitan fire department training systems.
- Added four new courses to the Field Deployment curriculum: Firefighter Safety and Survival, Initial Company Tactical Operations, Multiple Company Tactical Operations, and Fire Safe Building Design for Architects and Engineers.
- The Public Fire Safety Education Program continued to conduct Juvenile Firesetter Counseling Workshops and implemented Community Fire Prevention Impact Assessment Workshops. Approximately 1,400 participants attended 26 workshops and seminars conducted.
- The Open Learning Fire Service Program (OLFSP) revised two courses and pilot tested two new courses. Over 2,160 fire and rescue personnel from throughout the Nation participated in this upper level, instructor supported, independent study Baccalaureate degree program.
- The States of Montana and Rhode Island completed fire education and training program development plans under the Academy Planning and Assistance Program (APAP). 37 States have completed 42 projects under APAP since its inception in 1976. New Mexico initiated their State plan;
- Printed and distributed a model guide for developing statewide and multi-jurisdictional training plans to the 50 State fire training agencies and 121 major fire departments throughout the Nation.
- Completed, printed, and distributed a major survey of metropolitan fire department training systems to major fire training systems throughout the Nation.

- Conducted the third National Conference on Fire Safety and Burn Prevention in conjunction with the U.S. Fire Administration with over 600 individuals representing the fire and emergency medical services, State and local officials, health care, education, and the private sector participating.

- Revised and pilot tested the Fire Safe Building Design course in Washington, D.C., and Seattle, Washington, in conjunction with the American Institute of Architects. This course is designed for architect engineers and interior design professionals.

- Conducted 20 Fire Prevention Program Evaluation Workshops in ten States in support of the U.S. Fire Administration's National Community Volunteer Fire Prevention Program.

- Assisted, in conjunction with the Resident Programs Division, with a national teleconference focusing on hazardous materials incident response, and the delivery of the Academy's two-week Hazardous Materials Tactical Considerations course on a test basis at the local level in cooperation with the State fire training systems of California and New York.

Included in the allocation under Emergency Management Planning and Assistance is $44,000 for long-term curriculum evaluation of fire-related courses, and to coordinate appropriate actions within overall FEMA Five-Year Curriculum Management Plan.

d. Changes from the 1986 Estimates. Reflects a decrease of $296,000: a decrease of $6,000 in Emergency Management Planning and Assistance due to a transfer of funds; a congressional reduction of $194,000 in Emergency Management Planning and Assistance; and a reduction of $73,000 in Emergency Management Planning and Assistance and a reduction of $23,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $2,129,000 and 9 workyears to this program element, of which $500,000 is under Salaries and Expenses and $1,629,000 is under Emergency Management Planning and Assistance. The following activities are planned for 1986:

- As a result of the 1985 National Training Resource and Data Exchange (TRADE) Conference, regional TRADE committees were formed and have been active throughout the year. The co-chairpersons from each region shall convene at the Academy to provide a national report and recommendations concerning future direction of Academy programs;

- The Train-the-Trainer instructional workshop programs will be continued with participation by instructors from approximately 180 State and local jurisdictions and other entities;

- Field course delivered by National Fire Academy adjunct faculty at the State and local level will increase to approximately 320, reaching approximately 12,000 participants at the State and local level;

- The Line Officer/Train-the-Trainer Manual Support program will provide 175,000 student manuals to support the implementation of the LO/TT program at the State and local level in anticipation of 1987 deliveries;
- The Open Learning Fire Service Program (OLFSP) will revise two courses and over 2,000 fire and rescue personnel from throughout the nation will participate in this upper level, instructor supported, independent study degree program;
- The Public Fire Safety Education Program will continue to conduct Juvenile Firesetter Counseling Workshops. Approximately 1,200 participants are expected to attend the 34 workshops and seminars;
- Two course packages will be released in 1986, bringing the total of hand-off packages to 13. Within 18 months from completion of the Train-the-Trainer program, the two released courses are projected to be delivered to approximately 60,000 participants by the Academy-trained State and local instructors; and
- The 1981 survey of State Fire Training Systems training resources and training capabilities will be updated, printed and distributed to the 50 State fire training agencies.

f. 1987 Program. FEMA requests a total of $2,229,000 and 10 workyears for this program element, an increase of $100,000 over 1986. Included in the total are $527,000 for Salaries and Expenses and $1,702,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $2,229,000 and 10 workyears. The base program includes a net increase of $100,000: an increase of $96,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $2,000 for inflation in other objects of expense. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate. The 1987, program plans include the following:

- The number of direct deliveries, which are sponsored by the State fire training systems, will be approximately 320. Twenty direct deliveries to the metro departments will consist of courses directed toward line officers. It is estimated that approximately 12,000 students will be reached through field delivery at the local level;
- The Academy's Public Education Assistance Program will be enhanced and will include delivery of exemplary fire safety education programs at the local level. It is estimated that these program efforts will reach over 6,000 fire prevention officers and educators throughout the country;
- The Academy's Technical assistance program to strengthen public fire safety education programs at the local level will be continued;

- Continuation of the Train-the-Trainer program with two courses being handed off to 173 State and local fire service training agencies. Through on-campus instructional workshops, these packages will be handed off to participants from every major metro fire department in the U.S., the 50 State Fire Training Programs, two Trust Territories and the military services including the U.S. Coast Guard;

- Coordinate the Development of two additional courses for the field program curriculum under Instructional Programs and Materials;

- The second National Training Resource and Data Exchange Conference will be held on campus. This initiative brought State and local fire training officials together at a national conference to identify and exchange existing exemplary fire training materials, and concurrently identify national short- and long-term training resource needs;

- The Public Fire Safety Education Program will continue to conduct Juvenile Firesetter Counseling Workshops and implement Community Fire Prevention Impact Assessment Workshops. Approximately 1,400 participants are expected to attend the 37 workshops and seminars; and

- The Open Learning Fire Service Program (OLFSP) will revise two courses and over 2,000 fire and rescue personnel from throughout the Nation will participate in this upper level, instructor supported independent study degree program.

1987 Increases/Decreases. None.

g. **Outyear Implications**. No outyear implications over the 1987 request.

3. Resident Programs

a. **Authority**. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. **Objective/Element Description**. This element provides for the delivery of "resident on-campus" programs by the National Fire Academy (NFA) at Emmitsburg, Maryland, and program content coordination in the development of NFA teleconferences and field programs courses. The major components of these programs are:

- **Executive Fire Officer**. Designed to provide senior officers with a broad perspective on various facets of leading fire service organizations into the 21st century. The program provides top level officers an opportunity to continue their professional development over a three year period. Graduates of this program are then eligible to compete for the FEMA Fire Executive Fellowship to attend Harvard's annual summer "Program for Senior Executives in State and Local Government." Costs for this program are being covered by the NFA and the U.S. Fire Administration.

- Command and Staff. Designed to provide a coordinated, highly intensified approach to mid-level fire officer training. Participants will be required to complete five resident courses over a 13-week period of time. Individuals may continue to apply for individual courses, as has been the Academy's policy since January 1980.

- Fire Service Technical Specialist. Designed to provide specialized training in operational and staff skills, including hazardous materials, arson mitigation, fire prevention inspection/enforcement, management information, safety education, and fire training.

c. 1985 Accomplishments. In 1985, FEMA used a total of $2,519,000 and 17 workyears for this program element, of which $734,000 was under Salaries and Expenses and $1,785,000 was under Emergency Management Planning and Assistance. During 1985:

- Implemented the Academy's Executive Fire Officer Program with Classes No. 1 and No. 2 in attendance (this is a 3-year program, they will graduate in 1987). Two State Fire Marshals, two State Directors of Fire Training, 39 senior chief officers, and 34 chiefs of department participated in these classes;

- Implemented the Academy's new 13-week Command and Staff Program with Class No. 1 graduating on August 22nd;

- Delivered 157 course offerings from 23 courses for a total of 3,843 students producing 46,312 student days;

- Introduced three courses within Resident Programs: Management of Fire Prevention Programs, Hazardous Substance Specialist, and Information Management Systems;

- Selected five senior fire officers, graduates of executive programs who participated in the FEMA Fire Executive Fellowship Program at Harvard University's John F. Kennedy School of Government. This fellowship program is co-funded by the National Fire Academy and the U.S. Fire Administration;

- Continued development of the Emergency Management Computerized Assisted Trainer (EMCAT) under the interagency agreement between NASA and FEMA/NFA which funded the program;

- Developed and delivered a teleconference on hazardous materials incident management for first responders;

- Provided technical expertise and participation in the development of seven additional courses for resident and field delivery. The impact of this is to reduce significantly the number of fire deaths and to enhance the level of expertise of the Nation's fire service personnel both on site and at local levels;

- Delivered the two-week Hazardous Materials Tactical Considerations course on a test basis at the local level in cooperation with the State fire training systems of California and New York; and

- Upgraded the microcomputer laboratory by replacing the microcomputers with the new hardware and software.

d. Changes from the 1986 Estimates. Reflects a net increase of $1,058,000: a congressional increase of $1,250,000 in Emergency Management Planning and Assistance and a reduction of $68,000 in Salaries and Expenses; and a reduction of $74,000 in Emergency Mangement Planning and Assistance and a reduction of $50,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $2,754,000 and 21 workyears to this program element, of which $1,114,000 is under Salaries and Expenses and $1,640,000 is under Emergency Management Planning and Assistance. The 1986 program plans include the following:

- Deliver 23 courses with 146 offerings which will result in 3,600 students or 43,900 student days of instruction at the Emmitsburg campus;
- Provide technical expertise and participation in the development of five additional courses for resident delivery: the impact of this is to reduce the number of fire deaths and to enhance the level of expertise of the Nation's fire service personnel both on-site and at local levels;
- Start classes No. 3, No. 4, and No. 5, and continue with the second year of Classes No. 1 and No. 2 of the 3-year Executive Fire Officer Program which started in 1985;
- Graduate Class No. 2 of the Academy's 13-week Command and Staff Program in the summer of 1986;
- Deliver two national teleconferences on fire administration and public fire safety education;
- Bring on-line the "EMCAT" computerized simulator;
- Co-fund, with the U.S. Fire Administration, the participation by five senior fire officers in the FEMA Fire Executive Fellowship Program at Harvard University's John F. Kennedy School of Government; and
- Add three new courses to the course schedule in 1986. These new offerings include Fire Service Financial Management, Command and Control of Fire Department Operations at Catastrophic Disasters, and Command and Control of Fire Department Operations at Major Fires.

f. 1987 Program. FEMA requests a total of $1,635,000 and 23 workyears for this program element, a decrease of $1,119,000 and an increase of 2 workyears from 1986. Included in this total are $1,171,000 for Salaries and Expenses and $464,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $2,885,000 and 23 workyears. The base program includes a net increase of $131,000; an increase of $124,000 due to restoration of the 1986 reduction under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $8,000 for within-grade step increases; a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $2,000 for increases due to inflation in other objects of expense. The 1987 base program includes:

- Deliver approximately 102 offerings to an estimated 2,520 fire service and allied professionals;
- Provide technical expertise and professional participation in the development of two additional courses for the Command and Staff Program, two additional courses for the Field Program's Line Officer/Train-the-Trainer Program, and four Teleconferences. The impact of this is to significantly reduce the number of fire deaths and to enhance the level of expertise of senior staff and operational personnel, both on-site and at local levels;
- Start classes No. 3, No. 4, and No. 5 and continue with the second year of classes No. 1 and No. 2 of the 3-year Executive Fire Officer Program which started in 1985;
- Graduate Class No. 2 of the Academy's 13-week Command and Staff Program in the summer of 1986;
- Deliver two national teleconferences on fire administration and public fire safety education;
- Bring on-line the "EMCAT" computerized simulator;
- Co-fund, with the U. S. Fire Administration, the participation by five senior fire officers in the FEMA Fire Executive Fellowship Program at Harvard University's John F. Kennedy School of Government;
- Add three new courses to the course schedule in 1986. These new offerings include Fire Service Financial Management, Command and Control of Fire Department Operations at Catastrophic Disasters, and Command and Control of Fire Department Operations at Major Fires.

1987 Decreases. The 1987 program includes a decrease of $1,250,000 from the base program. This decrease is for student stipends for travel which will be paid by the State and local students in 1987 as part of a government-wide policy to require more cost sharing for training.

g. Outyear Implications. No outyear implications over the 1987 request.

4. NETC Site Administration

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.

b. Objective/Element Description. This element provides for a share of the cost of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland. The funding in this element covers a portion of the facility costs such as maintenance, security, housekeeping, equipment, renovation, rent, and similar costs. Also included is a portion of the resources required for executive direction and headquarters coordination.

c. 1985 Accomplishments. In 1985, FEMA used a total of $4,767,000 and 40 workyears for this program element, of which $2,237,000 was under Salaries and Expenses and $2,530,000 was under Emergency Management Planning and Assistance. The 1985 program included the following:

- Continuation of the current levels of facility operation and maintenance;
- Painting and exterior trim;
- Renovation of the administration building and the upper floor of the executive office building; and
- Continuation of the fire safety protection program for NETC buildings; i.e., installed sprinklers, extinguishers, etc.

d. Changes from the 1986 Estimates. Reflects a decrease of $573,000: a decrease of $259,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $113,000 in Salaries and Expenses; and a reduction of $123,000 in Emergency Management Planning and Assistance and a reduction of $78,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $4,490,000 and 25 workyears to this program element, of which $1,747,000 is under Salaries and Expenses and $2,743,000 is under Emergency Management Planning and Assistance. The 1986 program includes facility maintenance; operations and educational program support; and continuation of the renovation program on a limited basis.

f. 1987 Program. FEMA requests a total of $4,104,000 and 40 workyears for this program element, a decrease of $386,000 and an increase of 15 workyears from 1986. Included in this total are $1,850,000 for Salaries and Expenses and $2,254,000 for Emergency Management Planning and Assistance.

1987 Base Program. The 1987 request includes a base program of $4,716,000 and 40 workyears. The base program includes a net increase of $226,000: an increase of $201,000 due to restoration of the 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $14,000 of within-grade step increases; a decrease of $5,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $16,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 15 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 program includes a decrease of $612,000 from the base program. This decrease is proposed to be offset by charging lodging fees for attendees at the NETC. Such fees would be collected and used by FEMA to provide for part of the cost of maintenance and operation of the facility. Similar fees will be charged by other Federal institutions (e.g., the FBI training academy).

g. Outyear Implication. It is expected that elimination of student stipends and charging fees for student housing will result in a lesser number of students attending NETC and that some of the current facilities will be deactivated.

5. NETC West Site Administration

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. Objective/Element Description. This element provides a share of the operation of a western extension of the Emmitsburg campus. This extension facility in Carson City, Nevada, will offer resident courses of the National Fire Academy which have been developed at the parent facility.

c. 1985 Accomplishments. In 1985, FEMA used $1,443,000 and no workyears for this program element under Emergency Management Planning and Assistance. This amount provided a portion of the funds required for renovation of the site.

d. Changes from the 1986 Estimates. Reflects a decrease of $208,000: a congressional reduction of $150,000 in Emergency Management Planning and Assistance; and a reduction of $58,000 in Emergency Management Planning and Assistance due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,292,000 and no workyears to this program element under Emergency Management Planning and Assistance. A request to reprogram these funds to offset reductions pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) will be submitted at a later date.

f. 1987 Program. No funding is being requested for 1987.

1987 Base Program. The 1987 request includes a base program of $1,350,000 and no workyears. The base program includes an increase of $58,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

1987 Decreases. The 1987 program includes a decrease of $1,350,000 from the base program. Not only is the demand for training insufficient to justify a new institution, but there is an expected decline in the number of students seeking training as a result of State and local budget constraints. In addition, cost sharing for training provided to State and local students will regulate demand for courses.

g. *Outyear Implications*. No outyear implications over the 1987 request.

6. *Salaries and Expenses*

a. *Authority*. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. *Objective/Element Description*. This element provides for a share of the cost of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland. The funding in this element covers a portion of the facility costs, such as maintenance, security, housekeeping, equipment, renovation, rent, and similar costs. Also included is a portion of the resources required for executive direction and headquarters coordination.

c. *1985 Accomplishments*. In 1985, FEMA used $3,534,000 and 70 workyears under Salaries and Expenses. This provides for the personnel costs associated with the development and delivery of 282 new field and 157 new resident course offerings to approximately 3,843 resident and 8,500 field students. Administrative support was provided to the educational program of the Academy.

d. *Changes from the 1986 Estimates*. Reflects a decrease of $602,000; a decrease of $259,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $181,000 in Salaries and Expenses; and a reduction of $162,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. *1986 Program*. In 1986, FEMA is allocating $3,609,000 and 60 workyears to this program element under Salaries and Expenses. This provides for the development and delivery of the National Fire Academy education program and operation and support of the facilities. Administrative support continues to be provided with adjustment for the increased student load.

f. *1987 Program*. FEMA requests $3,808,000 and 78 workyears under Salaries and Expenses for this program element, an increase of $199,000 and 18 workyears over 1986.

1987 Base Program. The 1987 request includes a base program of $3,808,000 and 78 workyears. The base program includes a net increase of $199,000; an increase of $162,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $27,000 for within-grade step increases; a decrease of $10,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $20,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 18 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Increases/Decreases. None.

g. *Outyear Implications*. No outyear implications over the 1987 request.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

C. U.S. Fire Administration Estimates by Program Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
1. Fire Prevention & Arson Control	TFP-47	4	$4,296	4	$3,649	4	$3,338	...	...	-4	-$3,338
2. Federal Fire Policy & Coordination	TFP-49	15	1,455	5	999	7	914	...	...	-7	-914
3. Firefighter Health & Safety	TFP-50	5	1,295	5	999	5	914	...	...	-5	-914
4. Fire Data and Analysis	TFP-52	6	1,131	6	1,150	6	1,051	...	...	-6	-1,051
5. Salaries and Expenses	TFP-53	...	1,335	...	940	...	1,147	...	...	...	-1,147
Total, U.S. Fire Administration (Budget Authority)		30	9,512	20	7,737	22	7,364	...	...	-22	-7,364
Permanent Workyears											
Headquarters		20		20		20		...		-20	
Regions		10		...		2		...		-2	
Total, Permanent		30		20		22		...		-22	
Total Workyears		30		20		22		...		-22	
Targeted Workyears		...		...		20		...		...	

Changes from Original 1986 Estimates

Reflects an increase from a transfer of funds between programs.
$259,000 - Salaries and Expenses

Reflects a congressional reduction of $300,000.
-$161,000 - Fire Prevention and Arson Control
-$44,000 - Federal Fire Policy and Coordination
-$44,000 - Firefighter Health and Safety
-$51,000 - Fire Data and Analysis

Reflects a reduction of $332,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

-$150,000	Fire Prevention and Arson Control
-$41,000	Federal Fire Policy and Coordination
-$41,000	Firefighter Health and Safety
-$48,000	Fire Data and Analysis
-$52,000	Salaries and Expenses

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

C. United States Fire Administration	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,160	$465	$1,003	...	-$1,003
11.3 Other than full-time permanent	13	199	...	...	...
11.5 Other personnel compensation	9	2	1	...	-1
11.8 Special personal services payments	...	106	...	...	...
11.9 Total personnel compensation	1,182	772	1,004	...	-1,004
Personnel Benefits					
12.1 Civilian personnel	136	87	113	...	-113
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	17	81	24	...	-24
22.0 Transportation of things	...	...	1	...	-1
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	4	15	3	...	-3
24.0 Printing and reproduction	54	8	90	...	-90
25.0 Other services	3,051	1,837	2,811	...	-2,811
26.0 Supplies and materials	10	10	2	...	-2
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	5,058	4,927	3,316	...	-3,316
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	9,512	7,737	7,364	...	-7,364

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

C. United States Fire Administration		1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS						
Personnel Compensation						
11.1	Full-time permanent	...	...	...	...	...
11.3	Other than full-time permanent	...	...	...	...	...
11.5	Other personnel compensation	...	...	...	...	...
11.8	Special personal services payments	...	...	...	...	...
11.9	Total personnel compensation	...	...	...	...	...
Personnel Benefits						
12.1	Civilian personnel	...	...	...	...	...
12.2	Military personnel	...	...	...	...	...
13.0	Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs						
21.0	Travel and transportation of persons	...	...	...	...	...
22.0	Transportation of things	...	...	...	...	...
23.1	Standard level user charges	...	...	...	...	...
23.2	Rental payments to others	...	...	...	...	...
23.3	Communications, utilities, and miscellaneous charges	$4	$15	...	...	...
24.0	Printing and reproduction	54	8	$90	...	-$90
25.0	Other services	3,051	1,837	2,811	...	-2,811
26.0	Supplies and materials	10	10	...	...	...
31.0	Equipment	...	...	...	...	...
32.0	Lands and structures	...	...	...	...	...
33.0	Investments and loans	...	...	...	...	...
41.0	Grants, subsidies, and contributions	5,058	4,927	3,316	...	-3,316
42.0	Insurance claims and indemnities	...	...	...	...	...
43.0	Interest and dividends	...	...	...	...	...
Total Obligations		8,177	6,797	6,217	...	-6,217

SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

C. United States Fire Administration	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$1,160	$465	$1,003	...	-$1,003
11.3 Other than full-time permanent	13	199	...	...	...
11.5 Other personnel compensation	9	2	1	...	-1
11.8 Special personal services payments	...	106	...	...	...
11.9 Total personnel compensation	1,182	772	1,004	...	-1,004
Personnel Benefits					
12.1 Civilian personnel	136	87	113	...	-113
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	17	81	24	...	-24
22.0 Transportation of things	...	...	1	...	-1
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	3	...	-3
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	...	...	...	...	...
26.0 Supplies and materials	...	...	2	...	-2
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	1,335	940	1,147	...	-1,147

C. U.S. Fire Administration

The mission of the United States Fire Administration is to enhance the nation's fire prevention and control activities and thereby significantly reduce the nation's loss of life from fire and to achieve a reduction in property loss and non-fatal injury due to fire.

1. Fire Prevention and Arson Control

a. **Authority**. The Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. **Objective/Element Description**. This element is directed to reducing the loss of life and property in the nation due to the incidence of fire. This is being accomplished by the diligent application of programs and projects in the area of anti-arson strategies; creating public awareness of the hazards of fire, and fire protection and prevention measures; and researching codes and standards via a pro-active approach to legislation and enforcement. Information obtained through applications is generated with and for the fire service community to inform and involve the general public in anti-arson strategies and fire prevention.

c. **1985 Accomplishments**. In 1985, FEMA used a total of $4,478,000 and 4 workyears for this program element, of which $182,000 was under Salaries and Expenses and $4,296,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- Expanded the National Community Volunteer Fire Prevention Program to 20 States and the District of Columbia.
- Instituted an expanded residential sprinkler program, including research into the application of the quick acting sprinkler heads in unique construction applications.
- Continued work on a program and accompanying counseling manual for the 14 to 18 year old firesetter.
- Enhanced Project AIMS (Arson Information Management System) so that its information technology is now available for use in the five most common tabletop computers in place across the fire service.
- Employed high technology through two national teleconferences whose focus was computer tracking of arson mitigation and quick acting residential sprinkler technology.
- Performed a cost benefit study regarding residential sprinklers and their application in all types of residential occupancies.
- Initiated studies of the rural arson problem with a long-range goal of reduction in arson fires in high risk rural areas.

- Finalized work on a computer-based program for building and code officials that tracks construction features and the effect of trade-offs in building design and construction.

- Initiated a national public awareness and media campaign specifically targeted to key audiences (youth, elderly, handicapped) focusing on well defined aspects of the fire problem.

- Conducted approximately 70 demonstrations of residential sprinkler technology with the use of retrofitted travel trailers.

- Provided support and assistance to 20 community-based anti-arson organizations in their arson mitigation programs.

d. Changes from the 1986 Estimates. Reflects a net decrease of $319,000: a congressional reduction of $161,000 in Emergency Management Planning and Assistance; and a reduction of $150,000 in Emergency Management Planning and Assistance and a reduction of $8,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $3,520,000 and 4 workyears to this program element, of which $182,000 is under Salaries and Expenses and $3,338,000 is under Emergency Management Planning and Assistance. The following are planned for 1986:

- Continue the National Community Volunteer Fire Prevention Program in the 20 States and the District of Columbia.

- Complete development of installation standards for quick response-acting residential sprinkler systems in unique construction applications and extension of the technology to commercial applications.

- Complete the market research for the public fire awareness and media project, complete strategy development, and implement nationwide fire safety education activities.

- Implement a nationwide cost-benefit analysis program to promote and encourage the installation, maintenance, and use of residential sprinkler systems.

- Complete research that will lead to the development of installation standards for ordinary hazards of one- and two-family dwellings.

- Complete monitoring of five on-site fullscale fire tests conducted in response to emergency research issues.

Additional areas of program activities include the following: urban and rural arson mitigation, reduction in the firesetter problem, fire and building code standardization, the increased use of computers and teleconferencing for training and information exchange, and an increased focus on the installation and maintenance of smoke detectors.

f. 1987 Program. FEMA requests no funds and no workyears for this element. Funding for all programs of the U.S. Fire Administration is being eliminated since it is felt that these programs can be undertaken efficiently by State and local governments and the private sector.

g. Outyear Implications. No outyear implications over the 1987 request.

2. Federal Fire Policy and Coordination

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.

b. Objective/Element Description. This element includes the conduct of research, development and technical efforts to encourage this nation's overall fire protection management, an expansion of existing public/private interactions for models of public/private partnerships, assessments and evaluations of fire prevention efforts, and the dissemination of information.

c. 1985 Accomplishments. In 1985, FEMA used a total of $2,108,000 and 15 workyears for this program element, of which $653,000 was under Salaries and Expenses and $1,455,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- Continued effort to assist local fire services in the understanding and utilization of IEMS through workshops, publications and other assistance;
- Provided assistance to non-profit organizations to enhance the national consensus fire prevention code process;
- Continued a program to improve fire service management through a university fellowship program and initiated other management improvement efforts;
- Re-established an interagency agreement with Center for Fire Research (CFR) to provide funds for basic fire research; and
- Enhanced integration of fire service into public management policy and planning research into important areas such as alternative methods of funding local fire services, new initiatives for volunteer fire service, expanded public/private partnerships and greater participation fire services in all FEMA programs.

d. Changes from the 1986 Estimates. Reflects a net increase of $153,000: an increase of $259,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $44,000 in Emergency Mangement Planning and Assistance; and a reduction of $41,000 in Emergency Management Planning and Assistance and $21,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,382,000 and 7 workyears to this program element, of which $468,000 is under Salaries and Expenses and $914,000 is under Emergency Management Planning and Assistance. During 1986, efforts are being broadened in the direction of a truly national fire prevention program, with public fire education at the forefront of these efforts. Resources will support the following:

- Deliver an enhanced public fire education program through conferences, publications, and other information dissemination techniques;
- Develop and implement programs with close coordination among the USFA, FEMA regional offices, public interest organizations, and others;
- Continue integration of fire services into public management policy and planning through cooperation with National Fire Academy, Emergency Management Institute, and other FEMA units;
- Improve participation of the fire service in all FEMA programs including emphasis on IEMS; and
- Continue a program to improve fire service management through a fellowship program and other management improvement efforts.

f. 1987 Program. FEMA requests no funds and no workyears for this element. Funding for all programs of the U.S. Fire Administration is being eliminated since it is felt that these programs can be undertaken efficiently by State and local governments and the private sector.

g. Outyear Implications. No outyear implications over the 1987 request.

3. Firefighter Health and Safety

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. Objective/Element Description. The Firefighter Health and Safety Program element operates to lower the rate of death, injury, and illness among the nation's firefighters. This is accomplished by sponsoring research to develop superior protective clothing, tools, and equipment to allow firefighters to operate more safely and efficiently in emergencies. Firefighter Health and Safety develops and makes available to the fire service model programs for improving the level of firefighter physical fitness and for measuring and monitoring the state of firefighters' health.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,522,000 and 5 workyears for this program element, of which $227,000 was under Salaries and Expenses and $1,295,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- Continued field test programs for the firefighter hazardous materials suit, the two-hour rebreather apparatus, and the firefighter communication system, currently in the final stages of prototype completion;
- Began development of a hazardous materials ensemble suitable for fire service use;
- Developed and pilot-tested a management information system to assist local departments in managing health and safety programs in selected cities;
- Produced a safety officers' guide;
- Disseminated the model purchase specifications and model design specifications for structural firefighter equipment;
- Initiated an evaluation of the firefighter apprenticeship program; and
- Continued the National Fire Apprenticeship Program which standardizes training throughout the country.

d. Changes from the 1986 Estimates. Reflects a decrease of $95,000: a congressional reduction of $44,000 in Emergency Management Planning and Assistance; and a reduction of $41,000 in Emergency Management Planning and Assistance and a reduction of $10,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,140,000 and 5 workyears to this program element, of which $226,000 is under Salaries and Expenses and $914,000 is under Emergency Management Planning and Assistance. Plans for 1986 are as follows:

- Continue field testing programs for the firefighter hazardous materials suits, the two-hour rebreather apparatus, and the firefighter communications system currently in the final stages of prototype completion.
- Continue to support the National Fire Apprenticeship Program.
- Continue health studies on the chronic effect of exposures induced by a career as a firefighter, to include stress management, cancer occurrence in firefighters, and fire off gas toxicity.

f. 1987 Program. FEMA requests no funds and no workyears for this element. Funding for all programs of the U.S. Fire Administration is being eliminated since it is felt that these programs can be undertaken efficiently by State and local governments and the private sector.

g. Outyear Implications. No outyear implications over the 1987 request.

4. Fire Data and Analysis

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 *et seq*.

b. Objective/Element Description. This program element works to ensure effective fire data collection on a national basis; to develop a data bank of timely, accurate, and retrievable information; to continue analysis of major and/or unusual fires; and to assist State and local governments in implementing fire and rescue service information management improvements. This is accomplished through grants and technical assistance to National Fire Incident Reporting System (NFIRS) member States and metropolitan cities to improve the quality and coverage of the NFIRS. This program also involves work with private sector organizations to develop and publish national level estimates on the magnitude and nature of the fire problem and undertakes in-depth analysis of trends or emerging problems as appropriate. Grants and technical assistance are provided to the National Fire Information Council to facilitate the development of a capability at the State level, responding to the information needs of system users at the local level.

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,404,000 and 6 workyears for this program element, of which $273,000 was under Salaries and Expenses, and $1,131,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- Expanded and improved the National Fire Incident Reporting System (NFIRS) both in the area of fire data flow and data information management;
- Addressed the issue of various current and potential microcomputer applications to local fire service and rescue management improvement; and
- Investigated and analyzed five major incidents and approximately 24 candidate fire incidents.

d. Changes from the 1986 Estimates. Reflects a net decrease of $112,000: a congressional reduction of $51,000 in Emergency Management Planning and Assistance; and a reduction of $48,000 in Emergency Management Planning and Assistance and a reduction of $13,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $1,322,000 and 6 workyears to this program element, of which $271,000 is under Salaries and Expenses and $1,051,000 is under Emergency Management Planning and Assistance. Plans for 1986 include the following:

- Maintain and strengthen the NFIRS system;

- Continue analysis of major fires by completing up to 15 investigations;
- Continue analysis of the national fire problem with special emphasis on emerging trends; and
- Continue review of technology applications and fire service management.

f. 1987 Program. FEMA requests no funds and no workyears for this element. Funding for all programs of the U.S. Fire Administration is being eliminated since it is felt that these programs can be undertaken efficiently by State and local governments and the private sector.

g. Outyear Implications. No outyear implications over the 1987 request.

5. Salaries and Expenses

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201, *et seq*.

b. Objective/Element Description. This program element provides for the Salaries and Expenses of the United States Fire Administration. This includes the operation of four distinct program areas:

- Fire Prevention and Arson Control
- Federal Fire Policy and Coordination
- Firefighter Health and Safety
- Fire Data and Analysis

c. 1985 Accomplishments. In 1985, FEMA used a total of $1,335,000 and 30 workyears for this program element under Salaries and Expenses. This provided funding to expand the arson program in the areas of juvenile firesetters and the arson resource center, continuation of major fire analysis, private/public partnership effort, continuation of the program to improve firefighter protective equipment as well as developing protocol for the treatment of fire victims, and completion of several new statistical studies in areas such as kerosene heaters and firefighter facilities.

d. Changes from the 1986 Estimates. Reflects a net increase of $207,000: an increase of $259,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $52,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,147,000 and 22 workyears to this program element under Salaries and Expenses. This level of funding provides for enhancing the arson program effort through the use of computer technology; expanding the private/public interaction in fire prevention; concluding the Project FIRES program, investigating hazardous materials, protective clothing, and improving the collection and analysis of fire data and information and its applications and management.

f. 1987 Program. FEMA requests no funds and no workyears for this element. Funding for all programs of the U.S. Fire Administration is being eliminated since it is felt that these programs can be undertaken efficiently by State and local governments and the private sector.

g. Outyear Implications. None.

FLOOD PLAIN MANAGEMENT
Activity Overview

The flood plain management component of the National Flood Insurance Program focuses on hazard mitigation through programs that combine mapping, regulatory, and technical assistance efforts for the purpose of responding to known flood hazards and mitigating their effects through a comprehensive approach to the management of flood plains. For 1987, FEMA is proposing that this activity be funded through the National Flood Insurance Fund. Currently, funding is derived through the Emergency Management Planning and Assistance appropriation and the Salaries and Expenses appropriation. Major programs under this activity include the following:

A. Flood Studies and Surveys, which identify areas with a given probability of flooding. The flood data for the study are either procured through interagency agreements with other Federal agencies, contracts with architectural and engineering firms, or developed from existing data. The use of the Existing Data Study is particularly appropriate in geographical areas that have been studied and have experienced little or no change in their flooding characteristics. The results of the studies and surveys are reviewed by a technical evaluation contractor. State and local officials and citizens are consulted on the meaning and use of the studies, and a 90-day appeals period is established prior to finalization of the flood elevations. Once finalized, these elevations provide detailed data on flood risk zones within a given community, providing a basis upon which communities can promulgate effective flood plain management ordinances. Once these elevations are finalized, communities convert to the Regular Phase of the National Flood Insurance Program (NFIP) by adoption and enforcement of the required flood plain management ordinances based on the flood data shown in the flood study. Participation in the Regular Program also allows residents of participating communities to purchase flood insurance in higher amounts than is available to residents of communities in the Emergency Program, which is characterized by a Flood Hazard Boundary Map outlining the estimated special flood hazard area without detailed risk zones. The studies are also utilized as a tool in setting rates for flood insurance.

Back-up data used for the studies is stored and made available to both individuals and organizations involved in the NFIP, and usable by FEMA in pursuing multi-hazard preparedness planning projects. As FEMA proceeds with implementation of the Integrated Emergency Management System (IEMS), this wealth of flood data is a particularly valuable resource for hazard identification and analysis at the State and local level.

Technical assistance is offered to other Federal agencies, State and local officials, and private property developers in interpreting and applying the data. Special studies and engineering research reports produce technical guidance materials, resolve problems and improve methodologies in support of effective local flood plain management programs.

B. Flood Hazard Reduction, which provides for the development of improved flood plain management standards and techniques, technical assistance to State and local governments, and increased community assistance, monitoring and enforcement of flood hazard reduction efforts for compliance with NFIP flood plain management requirements.

C. Purchase of Property, which provides for the public acquisition and transfer to local governments of properties that have sustained very severe or repeated flood damage, thus reducing federal expenditures for disaster relief and financial assistance.

D. State Assistance Program, which provides funds to improve the capability of State governments to assist communities in implementing sound flood plain management, thus lowering the need for federal involvement. Beginning in 1986, this activity will be included in the Flood Hazard Reduction program.

E. Salaries and Expenses, FEMA proposes that this activity be supported by the National Flood Insurance Fund along with the Insurance Activities component. Currently, these expenses are included in the FEMA Salaries and Expenses Appropriation.

FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Flood Studies and Surveys......	FPM-8	111	$37,740	...	...	70	$34,927	...	...	-70	-$34,927
B. Flood Hazard Reduction.........	FPM-11	57	838	...	...	67	3,852	...	...	-67	-3,852
C. Purchase of Property...........	FPM-14	4	3,637	...	...	3	4,523 (11,301)	...	...	-3	-4,523
D. State Assistance Program.......	FPM-15	14	3,237	...	...	...	...	...	...	...	...
E. Salaries and Expenses..........	FPM-16	...	7,490	...	...	...	5,784	...	...	...	-5,784
Total, Flood Plain Management (Budget Authority)...........		186	52,942	...	...	140	49,086 (50,080)	...	...	-140	-49,086
Permanent Workyears											
Headquarters......................		85		...		55		...		-55	
Regions...........................		101		...		85		...		-85	
Total, Permanent..................		186				140		...		-140	
Total Workyears....................		186		...		140		...		-140	
Targeted Workyears.................		...		...		142		...		...	

Changes From Original 1986 Estimates

For 1986, FEMA proposed that support for all flood plain management activites be included in the National Flood Insurance Fund. This proposal was not approved by the Congress.

Reflects a congressional increase of $51,291,000.
$36,496,000 - Flood Studies and Surveys
$4,025,000 - Flood Hazard Reduction
$4,726,000 - Purchase of Property
$6,044,000 - Salaries and Expenses

Reflects a reduction of $2,205,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

-$1,569,000	Flood Studies and Surveys
-$173,000	Flood Hazard Reduction
-$203,000	Purchase of Property
-$260,000	Salaries and Expenses

NOTE: Amounts in parentheses indicate obligations.

FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$6,325	...	$4,786	...	-$4,786
11.3 Other than full-time permanent	140	...	19	...	-19
11.5 Other personnel compensation	38	...	...	...	...
11.8 Special personal services payments	4	...	...	...	...
11.9 Total personnel compensation	6,507	...	4,805	...	-4,805
Personnel Benefits					
12.1 Civilian personnel	754	...	523	...	-523
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	17	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	210	...	456	...	-456
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	1,777	...	1,161	...	-1,161
25.0 Other services	40,470	...	39,599	...	-39,599
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	3,207	...	2,542	...	-2,542
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	52,942	...	49,086	...	-49,086

EMERGENCY MANAGEMENT PLANNING AND ADMINISTRATION
FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	$1,777	...	$1,161	...	-$1,161
25.0 Other services	40,468	...	39,599	...	-39,599
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	3,207	...	2,542	...	-2,542
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	45,452	...	43,302	...	-43,302

SALARIES AND EXPENSES
FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$6,325	...	$4,786	...	-$4,786
11.3 Other than full-time permanent	140	...	19	...	-19
11.5 Other personnel compensation	38	...	...	...	...
11.8 Special personal services payments	4	...	...	...	...
11.9 Total personnel compensation	6,507	...	4,805	...	-4,805
Personnel Benefits					
12.1 Civilian personnel	754	...	523	...	-523
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	17	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	210	...	456	...	-456
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	2	...	...	...	...
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	7,490	...	5,784	...	-5,784

A. Flood Studies and Surveys

1. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

2. Objective/Element Description. The primary objective of this program is to identify Special Flood Hazard Areas and to produce, distribute, store, and interpret current information on flood hazards and risks by the following methods:

   a. Identification of Special Flood Hazard Areas. Using the best available flood information on a community, FEMA prepares a Flood Hazard Boundary Map delineating the extent of the community's base flood, the 100-year flood (defined as the flood having a 1% chance of being equaled or exceeded in any given year).

   b. Performance of Detailed Flood Studies and Restudies. The detailed study is an analysis to establish flood frequencies, elevations, floodways and coastal high hazard areas within the community's developed or developing areas. It ascertains the physical characteristics of flood sources and flood plains and applies principles of hydrology and hydraulics to the determination of flood risks in order to set rates for flood insurance and enable local officials to enact flood plain management measures. Re-studies are performed when necessary to expand flood risk data into newly developing areas previously unstudied and to update information which has become obsolete.

   c. Negotiation and Monitoring of Contracts. Detailed studies are performed by private architectural and engineering firms and by public agencies; e.g., the Army Corps of Engineers or the Tennessee Valley Authority. FEMA must negotiate contracts for these services and monitor the performance of the contractors.

   d. Consultation with State and Local Officials. State and local officials must be consulted throughout the detailed flood analyses for each community. Consultations begin with a Time and Cost Meeting, which determines the scope of the study. A final Community Consultation and Coordination Meeting is convened at the study's conclusion to present its results, explain the community's right to appeal, and illustrate the responsibility of local officials to use the resulting data for establishing a sound program of flood plain management. Other information meetings may be held to ensure the acquisition and transfer of pertinent flood data.

   e. Review and Processing. Each detailed study undergoes technical review and cartographic preparation. Each study is also made effective through an administrative process involving the formal proposal, appeals period, and finalization of the flood elevations determined by the study.

   f. Resolution of Appeals and Map Revisions. Flood Hazard Boundary Maps and Flood Insurance Rate Maps are subject to appeal by community officials and citizens. Appeals may be filed during formal appeal periods provided at the time of a map's issuance or any time thereafter. Appeals must be based on technical data disputing the findings of FEMA's flood studies. When accepted, appeals result in changes made either by an immediate revision of the flood map or by means of a letter followed later by a revision of the map.

g. Storage of Information on Flood Hazards. FEMA maintains flood data produced for every community having received a detailed flood study. The information is kept for FEMA's records and for the use of other Federal agencies, State governments, and area planners.

h. Printing and Distribution of Flood Data. FEMA manages a contract to distribute all flood maps to those agencies and individuals responsible for using them. A mass mailing of all flood maps occurs at the time of their printing. A library and centralized system of distribution is available to handle subsequent orders for Flood Insurance Rate Maps and Flood Insurance Studies.

i. Provision of Technical Assistance. Developers of private property in identified flood plains frequently request assistance in applying the results of flood studies to their building plans. If they can certify the precise locations of a structure or proposed structure, FEMA can determine the extent to which it is exposed to inundation by the base flood and suggest actions that might lessen the hazard. If the structure had previously been judged flood prone, an examination of certified data might result in a favorable determination and a removal of the property from the Special Flood Hazard Area by means of a Letter of Map Amendment.

j. Engineering Methods/Special Studies. FEMA conducts investigations of new or improved methodologies in engineering fields of hydrology and hydraulics. These investigations are undertaken in order to perform flood studies and surveys in the most accurate and cost-effective manner possible.

3. 1985 Accomplishments. In 1985, FEMA used a total of $42,210,000 and 111 workyears for this program, of which $4,470,000 was under Salaries and Expenses and $37,740,000 was under Emergency Management Planning and Assistance. This funding accomplished the following:

- Completion of 509 flood insurance studies.

- Initation of 591 new or limited detail flood insurance studies, 114 detail flood insurance restudies, and 184 existing data studies.

- Established the eligibility of 79 communities to participate in the Emergency Phase of the NFIP and converted 1,645 communities to the Regular Phase. These accomplishments are the result of FEMA's commitment to implementing the Risk Studies Completion and Full Program Status Plan prepared and submitted to Congress in September 1984.

- Evaluated and resolved 121 official appeals and 1,671 requests for revision or amendment of Flood Hazard Boundary Maps and Flood Insurance Rate Maps.

- Provided technical assistance to Federal, State and local officials, members of the private sector, and individual citizens through interpreting and applying the policies, procedures and regulatory requirements of the NFIP.

- Conducted a demographic study of Regular Program communities in a manner similar to the analysis performed in 1984 for unstudied communities. FEMA applied the results of this survey and other considerations to formulate a more systematic method of updating completed flood insurance studies in the most cost-effective manner; such as through the re-study or map revision/amendment process and developed standard criteria for selection of community flood insurance re-studies. The purpose of the standards is to present a benefit/cost analysis approach to assuring that only cost-effective restudies are conducted.

- Established a process to obtain reimbursement for costs expended by FEMA in review of proposed flood control projects submitted for conditional approval of map revisions.

- Completed improvements to coastal storm surge and other risk study methodologies.

- Printed 648 flood study reports and 3,880 flood maps.

- Managed 2,100 studies currently underway.

4. Changes from the 1986 Estimates. Reflects a net increase of $37,977,000: a congressional increase of $36,496,000 in Emergency Management Planning and Assistance and an increase of $3,187,000 in Salaries and Expenses; and a reduction of $1,569,000 in Emergency Management Planning and Assistance and a reduction of $137,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. FEMA is allocating a total of $37,977,000 and 70 workyears to this program, of which $3,050,000 is under Salaries and Expenses and $34,927,000 is under Emergency Management Planning and Assistance. This funding will support the following:

- Complete 450 flood insurance studies.

- Initiate 200 new or limited detail studies, 42 detail flood insurance restudies and 60 existing data studies, which are less costly and less time-consuming than the traditional detail study methodology.

- Convert 1,600 communities to the Regular Program of the NFIP as well as allow an additional 80 communities to join the Emergency Program.

- Evaluate and resolve 200 official appeals and 1,500 requests for revision or amendment of Flood Hazard Boundary Maps and Flood Insurance Rate Maps.

- Provide technical assistance to the more than 17,685 communities that participate in the NFIP and to other Federal, State and local officials, members of the private sector, and individual citizens in interpreting and applying the policies, procedures and regulatory requirements of the NFIP.

- Emphasize converting communities to the Regular Program of the NFIP without a study by making 1,200 minimal and non-flood prone determinations. The minimal/non-flood prone determinations are made in communities where no significant flood risk exists or development in flood prone areas is unlikely in the foreseeable future.

- Continue to use the results of the demographic survey completed during 1984 for assessing the development potential of communities that are candidates for special conversions.

- Further investigate the feasibility of cost-sharing limited flood insurance study updates in communities where full restudies would otherwise be required in order to reduce future program expenditures for the maintenance of hazard and risk data.

- Update hurricane climatological data base for risk studies on the east and gulf coasts.

- Print and distribute 400 flood study reports and 1,700 maps.

6. 1987 Program. For 1987, FEMA is proposing that all program and administrative costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. As a result, details regarding activities for 1987 may be found under the National Flood Insurance Fund section.

7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

B. Flood Hazard Reduction

1. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

2. Objective/Element Description. The Flood Hazard Program was created to reduce loss of life and property from flooding and encourage wise use of the nation's flood plains. The program directly supports the national goals of reducing flood-caused property damage, deaths, injuries, disaster payments, tax losses and excessive insurance claims. The program identifies and encourages sound flood plain management practices through its community assistance programs, and monitors and enforces community compliance with the National Flood Insurance Program (NFIP) minimum standards for flood plain management in more than 17,000 flood prone communities participating in the NFIP.

   Through the State Support Services Element of the Community Assistance Program, States, with FEMA's assistance and guidance play a primary role in providing targeted technical assistance services to NFIP participating communities. Where States are unable or unwilling to provide assistance, Federal agencies with flood plain management capabilities (such as the Corps of Engineers) are engaged to provide assistance. The development and testing of technical standards and all enforcement actions will continue to be carried out by FEMA personnel.

The Community Assistance Program includes the community assessment process (including community assessment meetings), which replaced the Community Assistance and Program Evaluation (CAPE) process, and is designed to provide an opportunity for evaluating community flood plain management assistance needs. These meetings and processes provide an oppportunity for assistance to be offered to communities that are having difficulties in properly carrying out and enforcing their programs due to lack of understanding and/or lack of information, or inexperienced staff. Where problems cannot be resolved satisfactorily for a particular community, the process provides initial documentation to proceed with enforcement actions for failure to comply with NFIP minimum standards, as set forth in its established Community Compliance Program.

3. 1985 Accomplishments. In 1985, FEMA used a total of $3,133,000 and 57 workyears for this program, of which $838,000 was under Salaries and Expenses and $2,295,000 was under Emergency Management Planning and Assistance. Funds were used as follows:

- Developed an overall Community Assistance Program which incorporated the CAPE process, as well as a comprehensive Community Compliance Program which provided guidance on initiating and resolving enforcement issues. The Community Compliance Program

  (1) Conferred eligibility;

  (2) Suspended and reinstated communities into the NFIP;

  (3) Established coordination with and provided assistance to building code organizations; and

  (4) Continued to lead the implementation of a unified national program for flood plain management.

- Provided technical assistance on flood plain management and flood hazard reduction issues to governments and to private concerns.

- Conducted 550 community assessment meetings resulting in evaluations, reports, and coordination on follow-up actions.

- Undertook 281 monitoring and enforcement actions (including enrollment, conversion, suspension, and reinstatements, and follow-up compliance activities).

- Processed selected procurement actions which dealt with such topics as, assessment of unique flood hazards, retro-floodproofing of existing structures, and evaluation of the effectiveness of flood plain management techniques.

4. Changes from the 1986 Estimates. Reflects a net increase of $6,460,000; a congressional increase of $4,025,000 in Emergency Management Planning and Assistance and an increase of $2,725,000 in Salaries and Expenses; and a reduction of $173,000 in Emergency Management Planning and Assistance and a reduction of $117,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating a total of $6,460,000 and 67 workyears to this program, of which $2,608,000 is under Salaries an Expenses and $3,852,000 is under Emergency Management Planning and Assistance. The activities to be undertaken for flood hazard reduction in 1986 include the following:

° Manage the Community Assistance and the Community Compliance Programs for the NFIP to assure that the minimum requirements for program participation are fully implemented.

° Determine eligiblity, suspensions, and reinstatements of noncompliant NFIP communities.

° Provide technical assistance to government and private concerns regarding flood plain management and flood hazard reduction issues.

° Coordinate with and assist national building code organizations to incorporate flood plain management standards.

° Effect liaison and support with State groups to promote flood plain management and flood hazard reduction programs.

° Provide leadership to implement a unified national program for flood plain management.

° Develop, interpret, and review flood plain management regulations, standards, policy directives and legislation.

Specific outputs for flood hazard reduction activities include the following:

-- Approximately 1,471 community assistance actions, (e.g., workshops, seminars, and conferences on flood plain management issues, community assessment meetings, reports, processing and coordination, and community assistance follow-up).

-- Approximately 2,265 community monitoring and enforcement actions (e.g., community conversion and enrollment, community suspension and reinstatement, follow-up enforcement actions per assessment meetings).

-- Approximately five technical guidance documents/studies or efforts on topics including evaluation of local flood plain management programs, reducing losses to existing structures, site specific technical assistance, flood damage building surveys, and continued coordination with and use of national building codes for flood hazard reduction objectives.

-- Flood plain management actions (i.e., technical assistance requests, exception requests, coordination activities with other agencies and States, etc.), special flood plain management problem analysis, flood plain management regulations, standards and policy development, and flood plain management regulations interpretation.

6. 1987 Program. For 1987, FEMA is proposing that all program and administrative costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. As a result, details regarding activities for 1987 may be found under the National Flood Insurance Fund section.

7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

C. Purchase of Property

1. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

2. Objective/Element Description. The goal of this element is to reduce future flood insurance and disaster assistance costs in areas where regular flooding causes repetitive and substantial property damage. Property that has been substantially damaged beyond repair, damaged by floods on three or more occasions in five years with a damage-to-value proportion averaging at least 25 percent or for which a building permit to repair has been denied eligibility for purchase. Communities are eligible for participation in the purchase initiatives based on where acquisition will be in the public's interest and on the community's willingness to pursue a strong program of flood plain management and flood damage reduction that exceeds Federal minimum criteria. Owners of real property located in flood risk zones, who are covered by Federal Flood Insurance, potentially can qualify for this assistance through the community's application. The purchase price is determined by subtracting the amount of insurance claim payment from pre-flood fair market value of the improved real property. If the property is selected, and the property owner agrees to participate, the property is acquired by FEMA and the title is transferred to the local community or State, provided the land remains in an open space condition for public use. This program is an integral flood loss reduction tool of the National Flood Insurance Program.

3. 1985 Accomplishments. In 1985, FEMA used a total of $3,798,000 and 4 workyears for this program, of which $161,000 was under Salaries and Expenses and $3,637,000 was under Emergency Management Planning and Assistance.

   The Purchase of Property Program operates on a two-year funding basis. This is required because of the long lead time required to carefully select the most cost-effective properties and complete the acquisition process. During 1985, program accomplishments included the acquisition of 133 properties with an average price of $36,000.

4. Changes from the 1986 Estimates. Reflects a net increase of $4,649,000; a congressional increase of $4,726,000 in Emergency Management Planning and Assistance and $132,000 in Salaries and Expenses; and a reduction of $203,000 in Emergency Management Planning and Assistance and $6,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177). Also reflects an unobligated balance carried forward of $6,778,000 which is available for obligation in 1986.

5. 1986 Program. In 1986, FEMA is allocating a total of $4,649,000 ($1,427,000 in obligations) and 3 workyears to this program, of which $126,000 is under Salaries and Expenses and $4,523,000 ($11,301,000 in obligations) is under Emergency Management Planning and Assistance. This will enable the acquisition and removal of approximately 149 flood-damaged structures with an average price per structure of $41,000.

6. 1987 Program. In 1987, FEMA is proposing that all program and administrative costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. As a result, details regarding these activities for 1987 may be found under the National Flood Insurance Fund section.

7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

D. State Assistance Program

1. Authority. The National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

2. Objective/Element Description. The State Assistance Program provides financial assistance on a 75% maximum Federal, 25% minimum non-federal, cost-sharing basis to the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam, to increase the effectiveness of State and local government efforts concerning the management and use of flood prone areas. It is designed to develop or improve the following:

   - State plans to perform intergovernmental flood hazard management coordination activities and to develop formal Statewide flood hazard management programs.
   - Statewide information networks that promote an increased understanding of flood hazard management concepts and techniques.
   - State programs to assist local government officials in the mechanics of implementing and administering flood hazard management programs, thereby decreasing the need for Federal involvement.

3. 1985 Accomplishments. In 1985, FEMA used a total of $3,801,000 and 14 workyears for this program, of which $564,000 was under Salaries and Expenses and $3,237,000 was under Emergency Management Planning and Assistance. Program accomplishments included the following:

   - Public awareness media presentations on flood hazards.
   - Group meetings with local officials on general issues relating to NFIP participation.

- Provision of technical assistance for local administration of flood hazard management programs, including guidance on development permit systems, recordkeeping, code compliance verification procedures, and variance evaluation and processing.

- Development of model zoning, subdivision, building code, and general purpose ordinances for local officials which address NFIP and State regulations.

- Preparation of handbooks on flood hazard topics, including storm water management, erosion control, and flood warning systems.

- Initiation of programs and procedures to evaluate local flood hazard management activities, including Community Assistance and Program Evaluation (CA&E) visits.

5. 1986 Program. As of 1986, this activity has been included as part of the Flood Hazard Reduction Program Element.

6. 1987 Program. In 1987, FEMA is proposing that all program costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. Therefore, the 1987 program activity may be found under the National Flood Insurance Fund.

7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

E. Salaries and Expenses

1. Authority. National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.

2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with the administration of flood plain management activities in support of the NFIP. This includes providing program and management support in Flood Studies and Surveys, Flood Hazard Reduction, Purchase of Property, and State Assistance Program (in 1984 and 1985). These programs are designed to provide an integrated and comprehensive approach to reducing the loss of lives and property due to floods at the Federal, State and local level. Activities include contract administration, community assistance and program evaluation meetings, hazard mitigation planning, litigation support and provision of technical assistance to regional, State and local jurisdictions.

3. 1985 Accomplishments. In 1985, FEMA used $7,490,000 and 186 workyears for this program under Salaries and Expenses. Program accomplishments are reflected in the narrative descriptions of each of the program elements for the Flood Plain Management activity.

4. Changes from the 1986 Estimates. Reflects a net increase of $5,784,000; a congressional increase of $6,044,000 in Salaries and Expenses; and a reduction of $260,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA plans to utilize $5,784,000 and 140 workyears for this program under Salaries and Expenses. This will provide program and management support for the following programs: Flood Studies and Surveys, Flood Hazard Reduction, and Purchase of Property.

6. 1987 Program. In 1987, FEMA is proposing that all program costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. Details regarding these programs may be found under the National Flood Insurance Fund section.

7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

SALARIES AND EXPENSES
DISASTER RELIEF ADMINISTRATION
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Disaster Relief Administration (Budget Authority)..................	DRA-3	160	$6,974	144	$6,641	145	$6,260	144	$6,587	-1	$327
Permanent Workyears											
Headquarters (Including Mobile Home Storage Centers)...........		78		62		56		55		-1	
Regions...........................		82		82		89		89		...	
Total, Permanent...............		160		144		145		144		-1	
Total Workyears.....................		160		144		145		144		-1	
Targeted Workyears..................		...		...		144		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $100,000.

Reflects a reduction of $281,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

SALARIES AND EXPENSES
DISASTER RELIEF ADMINISTRATION
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$5,771	$5,292	$5,338	$5,614	$276
11.3 Other than full-time permanent	178	99	...	...	...
11.5 Other personnel compensation	109	..	...	...	...
11.8 Special personal services payments	...	45	...	...	...
11.9 Total personnel compensation	6,058	5,436	5,338	5,614	276
Personnel Benefits					
12.1 Civilian personnel	670	575	626	658	32
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	82	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	127	277	265	282	17
22.0 Transportation of things	4	2	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	21	175	...	...	...
25.0 Other services	12	176	31	33	2
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	6,974	6,641	6,260	6,587	327

A. Disaster Relief Administration

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, and Executive Order 12148, July 29, 1979.

2. Objective/Element Description. This section supports the request for positions and workyears, at Headquarters and in the field, associated with disaster relief activities.

3. 1985 Accomplishments. In 1985, FEMA used a total of $6,974,000 and 144 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Disaster Relief Fund.

4. Changes from the 1986 Estimates. Reflects a decrease of $381,000: a decrease of $100,000 in Salaries and Expenses due to a congressional reduction and a reduction of $281,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $6,260,000 and 144 workyears to this program element under Salaries and Expenses. This will provide program and management support in the following programs funded under the Disaster Relief Fund: Management and Coordination, Individual Assistance, Public Assistance, and Hazard Mitigation.

6. 1987 Program. FEMA requests $6,587,000 and 144 workyears under Salaries and Expenses for this program element, an increase of $327,000 and a decrease of 1 workyear from 1986.

   1987 Base Program. The 1987 request includes a base program of $6,587,000 and 144 workyears. The base program includes a net increase of $327,000: an increase of $281,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $63,000 for within-grade step increases; a decrease of $23,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $6,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

   This will support the program elements described under the Disaster Relief Fund.

   1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

SALARIES AND EXPENSES
(Dollars in Thousands)

Estimates by Program Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Insurance Activities (Budget Authority).........	IA-3	54	$2,013	...	...	52	$2,507	...	...	-52	-2,507
Permanent Workyears											
Headquarters.....................		52		...		50		...		-50	
Regions..........................		...		...		...		...		...	
Total, Permanent.............		52		...		50		...		-50	
Total Workyears..................		54		...		52		...		-52	

Changes From Original 1986 Estimates

- Reflects an appropriation transfer from the National Flood Insurance Fund.
- Reflects a reduction of $113,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

60-144 O—86——17

SALARIES AND EXPENSES
INSURANCE ACTIVITIES
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$1,662	...	$1,898	...	-$1,898
11.3 Other than full-time permanent	85	...	12	...	-12
11.5 Other personnel compensation	12	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	1,759	...	1,910	...	-1,910
Personnel Benefits					
12.1 Civilian personnel	210	...	208	...	-208
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	3	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	39	...	121	...	-121
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	2	...	268	...	-268
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	2,013	...	2,507	...	-2,507

A. Insurance Activites

1. Authority. Flood Disaster Protection Act of 1973, as amended; and National Flood Insurance Act of 1968, as amended, 42 U.S.C. 4001 et seq.

2. Objective/Element Description. The National Flood Insurance Act of 1968, as amended, authorizes flood insurance to be provided on a national basis by the Federal Government. All existing buildings and their contents in communities where flood insurance is available, through either the Emergency or Regular Program, are eligible for a first layer of coverage at subsidized premium rate. A second layer of coverage is available in the Regular Program communities at actuarial rates on all properties.

3. 1985 Accomplishments. In 1985, FEMA used $2,013,000 and 54 workyears for this program under Salaries and Expenses. Funding supported National Flood Insurance Program (NFIP) activities which included the following:

   - Completed second full year of the Write Your Own Program, which allows participating private insurance companies to issue and service flood insurance on a non-risk bearing basis. By the end of the fiscal year, over 50 companies were actively writing in the program, servicing over 25% of the NFIP policy base, including approximately 150,000 new policies.

   - As a result of the general adjusters' claims reinspection activities, there were 2,265 reinspections, at a savings of $3,993,822.

4. Changes from the 1986 Estimates. For 1986, FEMA had requested that salaries and expenses for this activity be transferred to the National Flood Insurance Fund. The request of $2,834,000 and 53 workyears has been reduced by $113,000 as required by P.L. 99-177.

5. 1986 Program. In 1986, FEMA is allocating $2,507,000 and 52 workyears to this program under Salaries and Expenses. An independent verification program will be instituted which will allow the NFIP to inspect structures currently covered by the Program to ensure accurate rating of policies by agents.

6. 1987 Program. FEMA requests that salaries and expenses be transferred to the National Flood Insurance Fund in 1987. Therefore, the estimates can be found under the National Flood Insurance Fund.

7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

SALARIES AND EXPENSES
EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Emergency Food & Shelter (Salaries & Expenses)	EFSA-1	2	$60	...	...	4	$211	...	...	-4	-$211
(Budget Authority)		2	60	...	...	4	211	...	...	-4	211
Permanent Workyears											
Headquarters		2		...		4		...		-4	
Regions		...		...		...		...		...	
Total, Permanent		2		...		4		...		-4	
Total Workyears		...		...		...		...		...	
Targeted Workyears		...		...		6		...		...	

Changes From Original 1986 Estimates

Reflects a congressional increase of $220,000.

Reflects a reduction of $9,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

SALARIES AND EXPENSES
EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	$29	...	$131	...	-$131
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	29	...	131	...	-131
Personnel Benefits					
12.1 Civilian personnel	2	...	10	...	-10
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	17	...	17	...	-17
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	5	...	5	...	-5
25.0 Other services	...	...	48	...	-48
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	7	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	60	...	211	...	-211

A. Emergency Food and Shelter (Salaries and Expenses)

1. Authority. The Jobs Stimulus Bill (P.L. 98-8); Continuing Resolution of 1984 (P.L. 98-151); Supplemental Appropriations Act, 1984 (P.L. 98-181); and Second Supplemental Appropriations Act of 1984 (P.L. 98-396); Department of Housing and Urban Development/Independent Agencies Appropriation Act, 1986 (P.L. 99-160).

2. Objective/Element Description. This section supports the request for positions and workyears associated with the Emergency Food and Shelter Program.

3. 1985 Accomplishments. In 1985, FEMA used a total of $60,000 and 2 workyears for this program element. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Emergency Food and Shelter program.

4. Changes from the 1986 Estimates. Reflects a net increase of $211,000: a congressional increase of $220,000 and a reduction of $9,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $211,000 and 4 workyears to this program element under Salaries and Expenses. This will provide program and management support for the Emergency Food and Shelter program.

6. 1987 Program. FEMA requests no funds and no workyears for this program element.

   1987 Base Program. The 1987 request includes a base program of $211,000 and 4 workyears.

   1987 Decreases. The 1987 request includes a decrease of $211,000 and 4 workyears from the 1987 base program. Since FEMA assumes that the program will not be funded in 1987, there will be no need for administration of the Emergency Food and Shelter program.

7. Outyear Implications. No outyear implications over the 1987 request.

SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION

Activity Overview

This activity includes the salaries and related expenses for the following offices: Director's Office, General Counsel, Inspector General, Special Programs, Executive Administrator, Public Affairs, Congressional Relations, International Affairs, Equal Opportunity, Security, Acquisition Management, Personnel, Comptroller, Program Analysis and Evaluation, Administrative Support Staff, Other Administrative Expenses, Automatic Data Processing, and Regional Operations.

SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Program Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Office of the Director	MA-5	8	$464	10	$479	10	$470	8	$495	-2	$25
B. General Counsel	MA-8	26	1,312	22	1,093	20	1,017	19	1,069	-1	52
C. Inspector General	MA-12	38	1,884	34	1,843	39	1,972	42	2,075	3	103
D. Special Programs	MA-16	7	362	2	383	...	...	...	...	...	...
E. Executive Administration											
1. Executive Administrator's Office	MA-18	8	341	10	427	4	243	4	256	...	13
2. Public Affairs	MA-21	18	854	17	912	11	661	9	645	-2	-16
3. Congressional Relations	MA-23	10	404	9	390	6	297	6	302	...	5
4. International Affairs	MA-26	8	656	8	429	5	360	4	322	-1	-38
5. Equal Opportunity	MA-30	7	302	5	243	4	232	3	182	-1	-50
6. Security	MA-34	18	831	13	706	13	688	12	726	-1	38
F. Acquisition Management	MA-37	37	1,448	31	1,220	32	1,241	32	1,307	...	66
G. Personnel	MA-40	57	2,151	45	2,274	44	2,110	43	2,223	-1	113
H. Comptroller	MA-44	80	3,490	78	3,451	75	3,419	76	3,607	1	188
I. Program Analysis and Evaluation	MA-49	12	575	13	628	9	395	8	416	-1	21
J. Administrative Support Staff	MA-53	69	2,101	62	1,906	61	1,905	61	2,004	...	99
K. Other Administrative Expenses	MA-57	...	10,563	...	8,100	...	8,140	...	10,351	...	2,211
L. Automatic Data Process											
1. ADP Support	MA-59	64	3,072	67	3,249	34	1,928	20	1,073	-14	-855
2. Administrative Telephones	MA-67	...	3,623	...	2,112	...	2,021	...	2,650	...	629
3. Word Processing	MA-69	...	920	...	702	...	672	...	714	...	42
M. Regional Operations	MA-72	...	...	8	323	8	305	7	321	-1	16
Budget Authority		467	35,353	434	30,870	375	28,076	354	30,738	-21	2,662

Permanent Workyears					
Headquarters......................	450	418	362	340	-22
Regions...........................	17	16	13	14	-1
Total, Permanent..............	467	434	375	354	-21
Total Workyears.....................	467	434	375	354	-21
Targeted Workyears.................	...	...	354	...	...

Changes From Original 1986 Estimates

Reflects a decrease of $93,000 from a transfer of funds between programs.

Reflects a congressional reduction of $1,440,000.

Reflects a reduction of $1,261,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 P.L. 99-177).

SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	$14,833	$14,477	$12,504	$12,329	-$175
11.3 Other than full-time permanent	360	...	14	15	1
11.5 Other personnel compensation	275	385	368	383	15
11.8 Special personal services payments	92	311	...	...	...
11.9 Total personnel compensation	15,560	15,173	12,886	12,727	-159
Personnel Benefits					
12.1 Civilian personnel	1,767	1,583	1,421	1,406	-15
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	139	...	220	...	-220
Non-Personnel Costs					
21.0 Travel and transportation of persons	352	547	531	562	31
22.0 Transportation of things	107	55	16	17	1
23.1 Standard level user charges	5,673	5,759	6,436	8,029	1,593
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	4,627	3,831	3,611	4,318	707
24.0 Printing and reproduction	567	356	454	486	32
25.0 Other services	5,145	2,626	2,257	2,935	678
26.0 Supplies and materials	522	285	157	165	8
31.0 Equipment	894	655	87	93	6
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	...	...
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	35,353	30,870	28,076	30,738	2,662

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Office of the Director (Deputy Director) (Budget Authority)...........	MA-6	8	$464	10	$479	10	$470	8	$495	-2	$25
Permanent Workyears											
Headquarters......................		8		10		10		8		-2	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		8		10		10		8		-2	
Total Workyears....................		8		10		10		8		-2	
Targeted Workyears.................		...		...		8		...		...	

Changes From Original 1986 Estimates

Reflects an increase from a transfer of funds of $39,000 from other activities to fund necessary expenses of leadership transition.

Reflects a congressional reduction of $27,000.

Reflects a reduction of $21,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

A. Office of the Director

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. This program includes the offices of the Director and the Deputy Director. This office exercises policy and managerial leadership in accomplishing the Agency's mission to plan for, respond to, and recover from a broad spectrum of emergencies from nuclear attack to natural and man-made disasters. Other objectives are to build an effective Agency with the capability to perform planning and response functions, to coordinate interagency emergency operations on behalf of the President, and to supplement local capability to deal with the full spectrum of emergencies in a fashion that will minimize loss of life and property and be as cost effective as possible.

3. 1985 Accomplishments. In 1985, FEMA used $464,000 and 8 workyears for this office under Salaries and Expenses. Resources were used to oversee accomplishment of the Agency's goals and objectives. During 1985, the Director's Office:

- Provided overall policy and managerial leadership in accomplishing the Agency's mission.
- The Write Your Own program, whereby private insurers write and service flood insurance policies under their own names on a non-risk bearing basis, entered its second full year of operation in 1985. This program also allows the National Flood Insurance Program to utilize these insurers' existing policy bases to increase the program's market penetration. By the end of the fiscal year, over 50 companies were actively writing in the program, with over 25% of the NFIP's policy base, including approximately 150,000 new policies.
- In the Temporary Housing Assistance program, improved questioning and identification of needs among potential applicants reduced the necessity to conduct inspections of individual homes by almost one-third, saving approximately $874,000.
- The Comprehensive Cooperative Agreement (CCA) was significantly enhanced by improved resource accountability through better product definition, verification procedures, reporting, and monitoring, and improved management through better procedures, simplified forms, definition of responsibilities, and uniform guidance. Work on training for regional personnel and a standard Agency policies and procedures manual was begun with expected completion in 1986.
- Awarded the Emergency Food and Shelter National Board $19,300,000 to bolster emergency food and shelter activities for the needy throughout the country.
- Provided a level of planning, direction, and implementation of programs in support of FEMA responsibilities and objectives in all International Comprehensive Emergency Management matters which promoted and preserved United States national interests and security.

- Continued the emphasis on affirmative action programs throughout the entire Agency.

4. Changes from the 1986 Estimates. Reflects a net decrease of $9,000: an increase of $39,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $27,000 in Salaries and Expenses; and a reduction of $21,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $470,000 and 10 workyears to this office under Salaries and Expenses. This office will continue to conduct critical program evaluation and redetermination of program priorities based upon Presidential and National Security Council guidance, to ascertain the necessity for statutory bases to advance FEMA institution building and improve operating effectiveness, and to promote new processes to achieve a higher level of Agency integration. Continued emphasis will be placed upon supporting the President's commitment to improve emergency mobilization preparedness.

6. 1987 Program. FEMA requests $495,000 and 8 workyears under Salaries and Expenses for this office, a net increase of $25,000 and a decrease of 2 workyears from 1986.

   1987 Base Program. The 1987 request includes a base program of $495,000 and 10 workyears. The base program includes a net increase of $25,000: an increase of $21,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15; and $1,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 2 workyears to achieve the targeted workyears in the 1986 current estimate.

   1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
B. General Counsel (Budget Authority)...........	MA-9	26	$1,312	22	$1,093	20	$1,017	19	$1,069	-1	$52
Permanent Workyears											
Headquarters......................		22		18		20		19		-1	
Regions...........................		4		4		1		...		-1	
Total, Permanent..............		26		22		21		19		-2	
Total Workyears.....................		26		22		21		19		-2	
Targeted Workyears..................		...		...		19		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $30,000.

Reflects a reduction of $46,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

B. General Counsel

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Office of General Counsel (OGC) provides full statutory and legal support, advice, opinions, and services for all FEMA programs and activities.

3. 1985 Accomplishments. In 1985, FEMA used $1,312,000 and 26 workyears for this office under Salaries and Expenses.

   Activities in 1985 included the following:

   - Coordinated a comprehensive legislative initiatives program which developed 29 amendments to statutes for which FEMA is assigned management responsibility by the Congress and the President.
   - Coordinated the development of comprehensive program regulations on civil defense, disaster response and assistance, flood insurance, and flood plain management as well as management regulations.
   - In conjunction with the Department of Justice, managed the largest number of cases since the Agency was formed.
   - Docket of pending cases shows some 1,101 flood insurance claim cases, a 272% increase over the 1981 figure.
   - Crime insurance docket shows 50 current cases, an increase of 278% since 1981.
   - Recovered nearly $12 million in disaster damages paid to the City of Louisville, Kentucky, for a 1980 sewer explosion caused by the Ralston Purina Co.

4. Changes from the 1986 Estimates. Reflects a decrease of $76,000: a congressional reduction of $30,000 in Salaries and Expenses and a reduction of $46,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $1,017,000 and 20 workyears to this office under Salaries and Expenses. With these resources, this office will:

   - continue to review actions proposed and undertaken by Agency officials for soundness of legal approach;
   - coordinate, review, and clear Agency rules that govern programs and administrative processes;
   - develop and coordinate legislative and regulatory initiatives to reflect management requirements;
   - provide legal interpretations to Agency management on new legislation and regulations affecting Agency programs and activities;

- participate with the Department of Justice in the initial stage of cases in the Federal, State, and local courts challenging decisions reached by Agency management and those acting on behalf of the Agency in conducting its programs;
- continue to review and determine Agency policies and practices in compliance with Federal laws;
- present and defend Agency decisions before administrative review authorities;
- support Agency officials at congressional appearances;
- coordinate Agency response to Congress for FEMA views on pending legislation; and
- prepare, coordinate, and manage the development of Agency regulations implementing Federal statutes, Executive Orders, and other directives.

6. 1987 Program. FEMA requests $1,069,000 and 19 workyears under Salaries and Expenses for this office, a net increase of $52,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $1,069,000 and 20 workyears. The base program includes a net increase of $52,000; an increase of $46,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $10,000 for within-grade step increases; and a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

This office will:

- continue to manage a growing number of judicial and administrative cases litigated before Federal Courts and Administrative Boards and Committees;
- develop and coordinate Agency legislative initiatives and regulation management, clearance, and publication;
- provide legal opinions on all Agency activities;
- provide Agency comments on pending legislation;
- represent and defend Agency officials in appearances before Administrative review authorities; and
- continue to the extent that resources are available to support the FEMA Inspector General's effort to prevent, seek out, and eliminate fraud, waste and abuse in the Agency's programs and operations. OGC has addressed the Administration's goals of reducing fraud, abuse, and waste of Federal resources by putting into place an active

program of subrogation for flood insurance losses. Since the beginning of 1981, the OGC has initiated claims against negligent developers or community flood plain managers totaling nearly $150 million. As a result, over $7.4 million has already been recovered. The OGC subrogation case docket has grown from four to six cases in 1980 to about 75 cases today. Also, in this same time period, actions by OGC to defend the flood and crime insurance funds against improper and invalid loss claims have significantly increased. This work had been performed by four regional attorneys.

1987 Increases/Decreases. None.

7. Outyear Implications. The growing number of judicial and administrative cases litigated before Federal Courts, Administrative Boards, and Committees could require additional personnel to respond to these cases.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
C. Inspector General (Budget Authority)..........	MA-13	38	$1,884	34	$1,843	39	$1,972	42	$2,075	3	$103
Permanent Workyears											
Headquarters.......................		25		22		27		28		1	
Districts..........................		13		12		12		14		2	
Total, Permanent...............		38		34		39		42		3	
Total Workyears.....................		38		34		39		42		3	
Targeted Workyears..................		...		...		42		...		...	

Changes From Original 1986 Estimates

Reflects a congressional increase of $217,000.

Reflects a reduction of $88,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

C. Inspector General

1. **Authority**. Reorganization Plan No. 3 of 1978; Executive Order 12127; Executive Order 12148, as amended.

2. **Objective/Office Description**. The Office of Inspector General (OIG) provides audits and investigative support services for all Agency programs and operations. Objectives are to prevent and detect fraud, waste, and abuse and to improve economy and efficiency in the administration of FEMA programs and operations. Activities are planned and conducted in response to requirements of laws, regulations, Congressional and OMB directives, specific requests from the Director and other FEMA management officials, and allegations received from Agency employees and other sources.

3. **1985 Accomplishments**. In 1985, FEMA used $1,884,000 and 38 workyears for this office under Salaries and Expenses. Accomplishments are as follows:

Audit Activity.

- Completed 44 audits.
- Participated in a FEMA-Puerto Rico Task Force and audited 185 claims for $76,700,000. FEMA questioned $11,500,000 in costs claimed.
- Completed a survey of the Emergency Food and Shelter program. Completed financial and compliance reviews of six local voluntary organizations. Initiated a review of FEMA's management of the fund.
- Reviewed cash advances in the Individual and Family Grant program and found nearly $12,000,000 not recorded as accounts receivables.
- Completed a study of unliquidated obligations in the Disaster Assistance Program (DAP). Issued reports on four regional offices and FEMA Headquarters.
- Completed work on a DAP-related review concerning data entered into the finanical accounting and reporting system.
- Completed the first phase of an audit of the multi-million dollar "Superfund" on FEMA's implementation of its responsibilities. Initiated work on property acquisition, financial administration, and temporary relocation aspects of the program.
- Reviewed 372 State audit reports and processed 106 State organization-wide audit reports conducted in accordance with OMB Circular A-102.

- Audits in process include 1984 year-end spending, property management, NETC housing, and the Director's Representation fund.

- Ongoing work on project audits or appeals continue in Maryland, Puerto Rico, the Marshall Islands, Los Angeles, California, and Arizona.

Investigative Activity

- Opened 132 cases, closed 152, with 247 pending at the end of 1985.

- Investigations resulted in 11 indictments and 8 convictions of people who defrauded FEMA programs. In addition, 10 fraudulent flood insurance claims cases were accepted by the U.S. Attorney for prosecution or pre-trial diversion.

- Secured a civil action in Shreveport, Louisiana, against a major adjusting company in an attempt to recover approximately $250,000.

- Conducted 15 workshops in major cities in the United States and Puerto Rico alerting over 1,200 insurance adjusters of schemes to defraud the Flood Insurance program.

4. Changes from the 1986 Estimates. Reflects a net increase of $129,000: a congressional increase of $217,000 in Salaries and Expenses and a reduction of $88,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $1,972,000 and 39 workyears to this office under Salaries and Expenses. Areas in which internal audits are planned include:

- Contract administration, including planning, awarding, monitoring, and closing contracts;

- A review of the U.S. Fire Administration and of National Fire Academy grants;

- Audits of disaster assistance programs;

- A review of the Emergency Food and Shelter program administered by FEMA;

- Procurement of nonexpendable property with Disaster Assistance funds and related property management practices; and

- A survey of classified projects.

Specific planned major investigative projects include the following:

- Conduct fraud prevention seminars for flood and crime insurance adjusters and agents;
- Initiate civil action against defendants in Brooklyn, New York, crime insurance fraud cases and Mississippi/Louisiana flood insurance fraud cases; and
- Follow-up of the Mississippi/Louisiana mobile home investigation, Phase II.

6. 1987 Program. FEMA requests $2,075,000 and 42 workyears under Salaries and Expenses for this office, a net increase of $103,000 and an increase of 3 workyears over 1986.

1987 Base Program. The 1987 request includes a base program of $2,075,000 and 39 workyears. The base program includes a net increase of $103,000; an increase of $88,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $18,000 for within-grade step increases; a decrease of $7,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $4,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 3 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
D. Special Programs (Budget Authority)	MA-17	7	$362	2	$383	...	...	...	...	...	...
Permanent Workyears											
Headquarters		7		2		...		...		...	
Regions		...		...		...		...		...	
Total, Permanent		7		2		...		...		...	
Total Workyears		7		2		...		...		...	
Targeted Workyears		...		...		...		...		...	

Changes From Original 1986 Estimates

Reflects a decrease of $383,000 from a transfer of funds between programs.

D. Special Programs (Emergency Mobilization Preparedness Board)

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Office of Special Programs provides advice and assistance to the Director on the development of policies and programs to be implemented by the existing program structure administered by the Agency, and on the development of short-term and long-term program and policy initiatives. The office also supports the activity of the Emergency Mobilization Preparedness Board (EMPB) as provided for in Executive Memorandum dated December 17, 1981.

3. 1985 Accomplishments. In 1985, FEMA used $362,000 and 7 workyears for this office under Salaries and Expenses. Seventy-seven of the 422 milestones in the National Plan of Action were completed through April 1st. As of April 1, 1985, the EMPA Secretariat and the Office of Special Programs were eliminated.

4. Changes from the 1986 Estimates. Reflects a decrease of $383,000 in Salaries and Expenses due to a transfer of funds.

5. 1986 Program. In 1986, FEMA is not funding this program.

6. 1987 Program. FEMA requests no funds and no workyears for this program.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. Executive Administrator's Office (Budget Authority)....	MA-19	8	$341	10	$427	4	$243	4	$256	...	$13
Permanent Workyears											
Headquarters......................		8		10		4		4		...	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		8		10		4		4		...	
Total Workyears....................		8		10		4		4		...	
Targeted Workyears.................		...		...		4		...		...	

Changes From Original 1986 Estimates

Reflects a decrease of $102,000 from a transfer of funds between programs.

Reflects a congressional reduction of $71,000

Reflects a reduction of $11,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

E. Executive Administration

1. Executive Administrator's Office

a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

b. Objective/Office Description. The Executive Administrator's office provides policy coordination, executive liaison, and accomplishes special projects and administrative activities for the Director. It also provides for coordination and accomplishment of staff office activities. This office oversees the offices of Public Affairs, Congressional Relations, International Affairs, Equal Opportunity, Security, Administrative Support, Acquisition Management, and Personnel.

c. 1985 Accomplishments. In 1985, FEMA used $341,000 and 8 workyears for this office under Salaries and Expenses. During 1985, the Executive Administrator's office:

- Continued the monitoring of established goals and objectives for FEMA in accordance with Administration and national security interests.
- Interviewed, processed, and coordinated the placement of non-career senior positions. Provided liaison to the White House Personnel Office.
- Provided necessary administrative management support for the Office of the Director and the Deputy Director.
- Continued to emphasize the implementation of an affirmative action program.
- Increased FEMA's involvement in international comprehensive emergency management.
- Continued the emphasis on FEMA's security program.

d. Changes From the 1986 Estimates. Reflects a net decrease of $184,000: a decrease of $102,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $71,000 in Salaries and Expenses; and a reduction of $11,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $243,000 and 4 workyears to this office under Salaries and Expenses. This office performs certain administrative management tasks for the Director, such as: correspondence control; review of documents for the Director's action to ensure all significant issues, alternatives, and consequences have been considered; distribution of information from the Director to ensure FEMA managers are kept informed of the status of issues submitted to the Director; and guidance to the separate FEMA components to ensure comprehensive and consistent adherence to Agency policies and directives.

Other activities of the office include the following: coordination of agenda and briefing materials for operations staff meetings of FEMA managers, and reviewing problems to determine whether particular matters should be submitted to the Director for resolution and reply, or whether action by an office head would be more appropriate. This office will continue FEMA's emphasis on security policy, affirmative action programs and international emergency management.

f. 1987 Program. FEMA requests $256,000 and 4 workyears under Salaries and Expenses for this office, a net increase of $13,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $256,000 and 4 workyears. The base program includes a net increase of $13,000; an increase of $11,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grades step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. This office will also continue:

- To perform administrative management tasks for the Director, to include correspondence control, review of all documents for information from the Director to ensure FEMA managers are kept informed of the status of issues submitted to the Director, and coordination of policy for the separate FEMA components to ensure comprehensiveness and consistent policy; and

- To give policy guidance for international comprehensive emergency management efforts.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
2. Public Affairs (Budget Authority)....................	MA-22	18	$854	17	$912	11	$661	9	$645	-2	-$16
Permanent Workyears											
Headquarters.......................		18		17		11		9		-2	
Regions............................		...		...		...		...		...	
Total, Permanent...............		18		17		11		9		-2	
Total Workyears......................		18		17		11		9		-2	
Targeted Workyears..................		...		...		9		...		...	

Changes From Original 1986 Estimates

Reflects a decrease of $38,000 from a transfer of funds between programs.

Reflects a congressional reduction of $183,000.

Reflects a reduction of $30,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

E. Executive Administration

2. Public Affairs

a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

b. Objective/Office Description. The Office of Public Affairs (OPA) provides an information link between the Agency and the various media, and a public awareness flow to individual citizens and public interest groups through various mass communications techniques.

c. 1985 Accomplishments. In 1985, FEMA used $854,000 and 18 workyears for this office under Salaries and Expenses. The Office of Public Affairs responded to over 3,000 media inquiries, issued approximately 180 news releases on various FEMA programs and activities, produced six National Newsletters and 52 FEMA Weekly Reports, scheduled more than 100 media interviews for key officials, participated in four major exhibit events of constituency groups, and printed the annual report and a variety of life-safety informational materials on multi-hazards.

d. Changes From the 1986 Estimates. Reflects a decrease of $25,000: a decrease of $38,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $183,000 in Salaries and Expenses; and a reduction of $30,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $661,000 and 11 workyears to this office under Salaries and Expenses. The Office of Public Affairs, News and Information Services Division, will provide day-to-day information and audiovisual services to the Agency and media reporting on FEMA activities through press releases, news conferences, interviews, and telephone query responses. This office will produce regular editions of the FEMA National Newsletter and a variety of life-safety publications.

f. 1987 Program. FEMA requests $645,000 and 9 workyears under Salaries and Expenses for this office, a net decrease of $16,000 and 2 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $697,000 and 11 workyears. The base program includes a net decrease of $16,000; an increase of $30,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $5,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $3,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 2 workyears to achieve the targeted workyears in the 1986 current estimate.

1987 Decreases. The 1987 request includes a decrease of $52,000 from the 1987 base program. The decrease is due to one-time costs associated with reducing staff in 1986.

g. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration Estimates by Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
3. Congressional Relations (Budget Authority)..........	MA-24	10	$404	9	$390	6	$297	6	$302	...	$5
Permanent Workyears											
Headquarters......................		10		9		6		6		...	
Regions..........................		...		...		...		...		...	
Total, Permanent...............		10		9		6		6		...	
Total Workyears.....................		10		9		6		6		...	
Targeted Workyears.................		...		...		6		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $80,000.

Reflects a reduction of $13,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

E. Executive Administration

3. Congressional Relations

a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

b. Objective/Office Description. The Office of Congressional Relations (OCR) manages the Agency's legislative agenda before Congress.

c. 1985 Accomplishments. In 1985, FEMA used $404,000 and 10 workyears for this office under Salaries and Expenses. The OCR managed FEMA's legislative agenda which included the following:

- Participation in congressional hearings;
- Coordination of congressional inquiries;
- Direction of briefings for Members of Congress, committees, and staff;
- Monitoring of legislative activities and informing FEMA officials on issues before Congress;
- Assisting in the development of legislative initiatives;
- Coordinating and editing all congressional correspondence before final signature;
- Providing pertinent bills and reports to interested areas within FEMA to include the status of the legislation (i.e., *Congressional Record*, *Congressional Quarterly*, *Congressional Monitor*, weekly schedule of congressional hearings of interest to FEMA, committee lists of FEMA's authorization and appropriation committees, and weekly reports on congressional activities affecting FEMA);
- Notifing affected congressional offices of disaster declarations and arranging briefings for affected members of Congress on federal assistance available;
- Serving on the Emergency Response Team and the Emergency Support Team; and
- Coordinating FEMA interaction with public interest groups.

d. Changes From the 1986 Estimates. Reflects a decrease of $93,000: a congressional reduction of $80,000 in Salaries and Expenses and a reduction of $13,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986 FEMA is allocating $297,000 and 6 workyears to this office under Salaries and Expenses. This office will continue to:

- Advise the Director and other officials of FEMA on congressional aspects of Agency policies, plans, and programs;
- Coordinate the development and furnishing of information in response to requests received in FEMA from members of Congress and the committees of the Congress and their staffs;
- Arrange for attendance of witnesses from FEMA at congressional hearings on Agency matters;
- Advise congressional offices and committees of FEMA's programs and needs; and
- Coordinate FEMA interaction with various public interest groups.

f. 1987 Program. FEMA requests $302,000 and 6 workyears under Salaries and Expenses for this office, a net increase of $5,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $312,000 and 6 workyears. The base program includes a net increase of $15,000; an increase of $13,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15.

1987 Decreases. The 1987 request reflects a decrease of $10,000 from the 1987 base program. The decrease is due to one-time costs associated with staff reductions in 1986.

g. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
4. International Affairs (Budget Authority)..........	MA-27	8	$656	8	$429	5	$360	4	$322	-1	-$38
Permanent Workyears											
Headquarters......................		8		8		5		4		-1	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		8		8		5		4		-1	
Total Workyears....................		8		8		5		4		-1	
Targeted Workyears.................		...		...		4		...		...	

Changes From Original 1986 Estimates

Refelcts a decrease of $20,000 from a tranfer of funds between programs.

Reflects a congressional reduction of $33,000.

Reflects a reduction of $16,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

E. Executive Administration

6. International Affairs

a. Authority. Reorganization Plan No. 3 of 1978 and Executive Order 12148, as amended.

b. Objective/Office Description. The Office of International Affairs (OIA):

- Enhances the level of comprehensive planning, development, direction, and implementation of programs in support of FEMA's responsibilities and objectives in all international civil emergency management matters to promote and preserve U.S. national security interests and enhance U.S. foreign policy objectives;
- Improves communications and coordination of information between FEMA, and other Federal departments and agencies, NATO committees and member countries, other international bodies (i.e., the International Energy Agency), the European Economic Community, and U.S./Canada and U.S./Mexico civil emergency planning organizations;
- Emphasizes the vital role that the civil sector plays in NATO defense planning and the United States initiatives in areas such as NATO's Conventional Defense Improvement initiative;
- Coordinates FEMA's participation in all initiatives dealing with comprehensive emergency planning in the Caribbean Basin, Mexico, and Central and South America; and
- Exchanges civil emergency management information concerning all aspects of comprehensive civil emergency plans between the United States and foreign nations to enhance U.S. foreign policy objectives resulting in better cooperation, preparation, response, and coordination to all aspects of peacetime disasters or war.

c. 1985 Accomplishments. In 1985, FEMA used $656,000 and 8 workyears for this office under Salaries and Expenses. The Office of International Affairs:

- Provided a level of planning, development, direction, and implementation of programs in support of FEMA responsibilities and objectives in all international comprehensive emergency management matters which promoted and preserved U.S. national interests and security;
- Developed the U.S. position in the 1985 meetings of NATO's Senior Civil Emergency Planning Committee and its eight subordinate planning boards and committees;
- Improved communication and coordination of information between FEMA and key officials in other Federal departments, agencies, U.S. congressional members and staff, NATO member countries, and NATO committees;

- Emphasized and enhanced U.S. civil support to military forces in the development of overall defensive strength of the NATO Alliance and between FEMA and other non-member nations of the free world, the North Atlantic Assembly, and other international organizations;
- Coordinated the U.S. participation in the U.S. agreement with Canada concerning cooperation in comprehensive civil emergency planning and management;
- Provided coordinative support in implementation of the January 1980 U.S./Mexico agreement concerning cooperation in cases of natural disasters in the common border regions;
- Provided orientation in FEMA's programs to foreign officials visiting FEMA from 56 countries; and
- Continued the exchange of comprehensive emergency information between the U.S. and foreign nations in such a manner as to enhance U.S. foreign policy objectives.

d. Changes From the 1986 Estimates. Reflects a decrease of $69,000: a decrease of $20,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $33,000 in Salaries and Expenses; and a reduction of $16,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $360,000 and 5 workyears to this office under Salaries and Expenses. This office will:

- Develop and coordinate the U.S. position for the 1985-86 calendar year meetings of the NATO Senior Civil Emergency Planning Committee and its eight subordinate planning boards and committees;
- Develop and coordinate information between FEMA and other federal departments and agencies which have responsibilities for NATO civil emergency planning;
- Fulfill FEMA's commitments, and responsibilities as they pertain to the agreement between Canada and the United States concerning cooperation in comprehensive civil emergency planning and management;
- Fulfill FEMA's commitments, and responsibilities as they pertain to the 1980 agreement between the United States and Mexico concerning cooperation in cases of natural disasters in the common border regions; and
- Effect procedures to develop a better linkage between international civil emergency planning policies, plans, and initiatives and U.S. national civil emergency planning exercise initiatives.

f. 1987 Program. FEMA requests $322,000 and 4 workyears under Salaries and Expenses for this office, a net decrease of $38,000 and 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $379,000 and 5 workyears. The base program includes a net increase of $19,000; an increase of $16,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $1,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate. This office will continue to:

- Develop and coordinate the U.S. position for the 1986-87 calendar year meetings of the NATO Senior Civil Emergency Planning Committee and its eight subordinate planning boards and committees;
- Initiate the development of comprehensive annual guidance and policy direction to other Federal departments and agencies that could be introduced into NATO in specific areas where civil emergency planning could significantly enhance essential defense needs;
- Establish, exercise, and evaluate NATO organizations and procedures which will enhance the capability of the Alliance to respond effectively to crisis situations;
- Seek to fulfill FEMA's obligations, commitments, and responsibilities as they pertain to the agreement between the United States and Canada concerning cooperation in comprehensive civil emergency planning and management; and
- Fulfill FEMA's obligations, commitments, and responsibilities as they pertain to the 1980 agreement between the United States and Mexico concerning cooperation in cases of natural disasters in the common border regions by expanding the agreement to include cooperation in wartime civil emergency planning.

1987 Decreases. The 1987 request includes a net decrease of $57,000 from the 1987 base program. The decrease is due to one-time costs associated with staff reductions in 1986.

g. Outyear Implications. Outyear objectives include the implementation of programs in support of FEMA's NATO responsibilities and objectives in all international civil emergency management matters to promote and preserve United States national interests and enhance U.S. foreign policy objectives. Additionally, the Office of International Affairs will improve its programs to seek methods to improve the consultative processes in NATO as they pertain to NATO's civil emergency planning organizations.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
5. Office of Equal Opportunity (Budget Authority)...........	MA-31	7	$302	5	$243	4	$232	3	$182	-1	-$50
Permanent Workyears											
Headquarters.......................		7		5		4		3		-1	
Regions............................		...		...		...		...		...	
Total, Permanent...............		7		5		4		3		-1	
Total Workyears.....................		7		5		4		3		-1	
Targeted Workyears..................		...		...		3		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $1,000.

Reflects reduction of $10,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

E. Executive Administration

5. Office of Equal Opportunity

a. Authority. Reorganization Plan No. 3 of 1978 and Executive Order 12148, as amended.

b. Objective/Office Description. The Office of Equal Opportunity (OEO) provides overall planning, development, direction, and implementation of Equal Opportunity (EO) programs in support of FEMA's responsibility to ensure compliance with existing laws and regulations, and evaluates the adequacy of the Agency's equal opportunity program for Headquarters and the Regions.

c. 1985 Accomplishments. In 1985, FEMA used $302,000 and 7 workyears for this office under Salaries and Expenses. This office accomplished the following:

- Monitored the implementation of the FEMA's Affirmative Action Plan throughout the entire Agency;
- Handled all discrimination complaints within allowable timeframes;
- Continued training of collateral duty staff and all FEMA employees in the requirements of the FEMA equal opportunity program;
- Continued work on implementation of regulations for FEMA's federally-conducted programs under Section 504, Rehabilitation Act of 1973, as amended;
- Distributed a guidance manual to disaster-site equal opportunity officers;
- Began revision of Civil Preparedness Guide 1-9, "Nondiscrimination in Federally Assisted Programs;"
- Initiated a program of compliance reviews to be undertaken at the regional level;
- Coordinated revision of NETC courses to reflect equal opportunity requirements;
- Monitored NETC's Citizens Emergency Preparedness Training Program to assure participation by handicapped and elderly persons;
- Continued dissemination of information about emergency preparedness to disabled and elderly persons, particularly through a planned revision of "In Time of Emergency" to be directed at these groups;
- Placed renewed emphasis on the Federal Women's Program (FWP), particularly at the Special Facility and NETC;
- Held the 4th Annual EO Training and Orientation Conference;

- Continued to visit regional offices and provide technical assistance on EO programs;

- Made provisions for every Disaster Assistance Center (DAC) to have available information for visually impaired persons on cassette;

- Held "Preparing for Disaster" conference on emergency planning for disabled persons, and published proceedings;

- Submitted revised regulations on federally-assisted programs to Department of Justice and Equal Employment Opportunity Commission; and

- In coordination with SLPS, issued guidance memo on radiological emergency needs of disabled persons.

d. Changes From the 1986 Estimates. Reflects a net decrease of $11,000: a congressional reduction of $1,000 in Salaries and Expenses; and a reduction of $10,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $232,000 and 4 workyears to this office under Salaries and Expenses. These funds are required to maintain the present level of accomplishment and to:

- Increase activities in the Federal Women's Program and other special emphasis programs;

- Continue efforts to increase employment by FEMA of handicapped persons, particularly veterans with 30% or greater disability;

- Continue to process all discrimination complaints within allowable timeframes; and

- Hold Fifth Annual EO Training and Orientation Session.

f. 1987 Program. FEMA requests $182,000 and 3 workyears under Salaries and Expenses for this office, a decrease of $50,000 and 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $244,000 and 3 workyears. The base program includes an increase of $12,000; an increase of $10,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $2,000 for within-grade step increases. In addition, the base program includes a decrease to achieve the targeted workyears in the 1986 current estimate. With these funds, the OEO will do the following:

- Revise standard non-discrimination and compliance checklist;

- Provide Agency guidance for implementation of equal opportunity regulations for federally-assisted and federally-conducted programs;
- Hold meetings with recipients of funds (principally States), under four federally-assisted programs to explain and clarify their EO responsibilities;
- Assist the Office of Personnel in establishing direct recruiting relationships with minority organizations and schools for the handicapped;
- Continue to monitor the implementation of FEMA's Affirmative Action Program plan throughout the entire Agency;
- Continue monitoring regional compliance reviews;
- Continue outreach to organized special emphasis groups; i.e., women, minorities, handicapped and elderly persons, to ensure that FEMA programs are reaching beneficiaries in an equitable manner;
- Continue to process all discrimination complaints within allowable timeframes; and
- Hold Sixth Annual EO Training and Orientation Conference.

1987 Decreases. The 1987 request includes a decrease of $62,000 from the 1987 base program. The decrease is due to one time costs associated with staff reductions in 1986.

g. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration Estimates by Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
6. Security Office (Budget Authority)..................	MA-35	18	$831	13	$706	13	$688	12	$726	-1	$38
Permanent Workyears											
Headquarters......................		18		13		13		12		-1	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		18		13		13		12		-1	
Total Workyears.....................		18		13		13		12		-1	
Targeted Workyears..................		...		...		12		...		..	

Changes From Original 1986 Estimates

Reflects an increase from a transfer of $13,000 between programs.

Reflects a reduction of $31,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

E. Executive Administration

6. Office of Security

a. Authority. Reorganization Plan No. 3 of 1978 and Executive Order 12148, as amended.

b. Objective/Office Description. The Office of Security administers and evaluates security policies, procedures, and programs affecting all FEMA personnel, facilities, and assets.

c. 1985 Accomplishments. In 1985, FEMA used $831,000 and 18 workyears for this office under Salaries and Expenses. The following were accomplished:

- Developed and implemented security policy and programs affecting all FEMA personnel, facilities and assets;
- Provided staff support to the Director of FEMA, in all matters affecting security;
- Provided classified document and information control, over 16,177 documents;
- Processed 1,225 personnel security investigations;
- Processed over 1,500 special access clearances;
- Passed 23,160 clearances for government and private industry;
- Supervised the FEMA guard force;
- Provided policy and support for control and administration of Special Access Programs (SAP);
- Administered the FEMA Industrial Security Program;
- Conducted security inspections of FEMA regional offices, industrial security sites, and contractor facilities;
- Provided technical security support to FEMA programs;
- Coordinated COMSEC and ADP security for inspection and compliance in accordance with national directives;
- Administered FEMA's fire and safety awareness programs;
- Maintained liaison with the intelligence and security community; and

- Provided security education and training for headquarters and regional personnel.

d. Changes From the 1986 Estimates. Reflects a net decrease of $18,000: an increase of $13,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $31,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $688,000 and 13 workyears to this office under Salaries and Expenses. This office will continue to provide security support required to support government preparedness-related programs. The office will also continue to develop and administer security policies and programs affecting all FEMA facilities, personnel, and assets.

f. 1987 Program. FEMA requests $726,000 and 12 workyears under Salaries and Expenses for this office, an increase of $38,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $726,000 and 13 workyears. The base program includes a net increase of $38,000; an increase of $31,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; a decrease of $2,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $5,000 due to increases in inflation in other objects of expense. In addition, the base program includes a decrease to achieve the targeted workyears in the 1986 current estimate.

This office will continue to provide support to national emergency operations programs and exercises with emphasis on Operation Security (OPSEC) and physical and technical security. The security awareness and training programs begun in 1986 will be expanded. This office will continue to develop and administer security policies and programs affecting all FEMA facilities, personnel, and assets, in addition to providing staff support to the Director.

1987 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
F. Acquisition Management (Budget Authority)...........	MA-39	37	$1,448	31	$1,220	32	$1,241	32	$1,307	...	$66
Permanent Workyears											
Headquarters......................		37		32		32		32		...	
Regions...........................		...		...		...		...		...	
Total, Permanent................		37		32		32		32		...	
Total Workyears.....................		37		32		32		32		...	
Targeted Workyears..................		...		...		32		...		...	

Changes From Original 1986 Estimates

Reflects an increase of $40,000 from a transfer of funds between programs

Reflects a congressional increase of $37,000.

Reflects a reduction of $56,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

F. Acquisition Management

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Office of Acquisition Management (OAM) awards and administers acquisition and assistance instruments in support of the various FEMA programs.

3. 1985 Accomplishments. In 1985, FEMA used $1,448,000 and 37 workyears for this office under Salaries and Expenses.

- Procurement training was provided for approximately 175 Agency project officers. This training covered such subjects as: preparing statements of work; procurement planning; proposal evaluation; contract monitoring, and the most recent procurement laws and regulations (e.g., Competition in Contracting Act), and how they affect Project Officers.

- On April 1, 1985, the Competition in Contracting Act became effective. This law constitute a major change to current procurement legislation. OAM successfully drafted and issued new procurement rules to fully implement the Act, including the designation of an Agency Competition Advocate. The Competition Advocate was able to use FEMA's Procurement Planning System, which is operated by the Procurement Review Board, to establish goals for competition as a way of keeping FEMA's sole source contracts to a minimum. According to Federal Procurement Data System criteria, FEMA awarded just 12.5% of its contract dollars noncompetitively (figure does not include small purchases, which are exempt from the Competition in Contracting Act).

- FEMA's Procurement Review Board (PRB) and Advance Procurement Planning System (APPS) again were effective in assuring that contract obligations (dollars) were relatively level throughout the fiscal year. In the fourth quarter, only 27% of total contract dollars were obligated.

- Reports of FEMA contract and grant awards were submitted in a timely manner to the Federal Procurement Data System and Federal Assistance Awards Data System.

- OAM completed its computer integration with Budget and Accounting Divisions, making the data entry process more efficient and accurate.

- In response to congressional and press criticism of certain FEMA contracts, OAM revised and strengthened several of its internal procurement policies.

- Total number of procurement actions processed by the OAM during 1985 were:

	Contracts (including modifications)	Small Purchases	Grants and Cooperative Agreements	Interagency Agreements
Number:	860	4,423	104	234
Dollars:	$196,000,000	$16,900,000	$8,024,000	$57,994,000

4. Changes From the 1986 Estimates. Reflects a net increase of $21,000: an increase of $40,000 in Salaries and Expenses due to a transfer of funds; a congressional increase of $37,000 in Salaries and Expenses; and a reduction of $56,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $1,241,000 and 32 workyears to this office under Salaries and Expenses. The OAM will negotiate, award, administer, and closeout contracts, grants, cooperative agreements, and purchase orders in support of the various FEMA programs. This office will also provide guidance on procurement policy to all activities, and will further strengthen its controls over its procurement activities. Through a goal setting process, the Competition Advocate will attempt to reduce noncompetitive procurements and will submit a report to the Director, FEMA, identifying any barriers to competition.

6. 1987 Program. FEMA requests $1,307,000 and 32 workyears under Salaries and Expenses for this office, an increase of $66,000 over 1986.

   1987 Base Program. The 1987 request includes a base program of $1,307,000 and 32 workyears. The base program includes a net increase of $66,000; an increase of $56,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $11,000 for within-grade step increases; a decrease of $4,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $3,000 for increases due to inflation in other objects of expense.

   1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
G. Personnel (Budget Authority)...........	MA-41	57	$2,151	45	$2,274	44	$2,110	43	$2,223	-1	$113
Permanent Workyears											
Headquarters......................		57		45		44		43		-1	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		57		45		44		43		-1	
Total Workyears.....................		57		45		44		43		-1	
Targeted Workyears..................		...		...		43		..		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $69,000.

Reflects a reduction of $95,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

G. Office of Personnel

1. Authority. Reorganization Plan No. 3 of 1978, Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Office of Personnel develops, implements, and evaluates FEMA's personnel management programs and policies, thereby directly supporting all FEMA programs.

3. 1985 Accomplishments. In 1985, FEMA used $2,151,000 and 57 workyears for this office under Salaries and Expenses.

- Implemented the Performance Management and Recognition System (PMRS).
- Completed response to the Office of Personnel Management's (OPM) evaluation of seven FEMA regions.
- Completed an Agency-wide review of all GS/GM 13-15 positions to determine if they should be covered by Merit Pay.
- Implemented a new special authority to fill Mobile Emergency Response Support (MERS) Detachment positions; approximately 120 positions were filled.
- Participated in studies of regional organizational alternatives and options for streamlining administrative functions.
- Conducted two retirement seminars.
- Completed labor negotiations in Region V; the contract was subsequently signed.
- Furnished administrative and advisory support to the FEMA Executive Resources Board, the Senior Performance Review Board, and the Incentive Awards Committee.

In addition to the above, the Office of Personnel continued its day-to-day service to its clients in the areas of classification, staffing and recruitment, personnel action processing, employee and labor relations cases, training, and incentive awards.

4. Changes From the 1986 Estimates. Reflects a decrease of $164,000: a congressional reduction of $69,000 in Salaries and Expenses and a reduction of $95,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $2,110,000 and 44 workyears to this office under Salaries and Expenses. Tasks to be accomplished include:

- Implement the new Pay for Performance regulations for the GS workforce.

- Participate in comprehensive workforce modifications throughout FEMA, including reductions-in-force.

- Implement FEMA's new position management program, as announced to Congress on June 14, 1985.

- Develop and implement a program for other than full-time career employment, as mandated by FPM Letter 340-2, dated May 4, 1984.

- Develop and issue several new policies.

- Bring on-line a new module for employee training and development data into the PERMITS data base system, and update the position control file.

- Continue ongoing functions of classification, merit staffing, recruiting, advising, and counseling.

- Enhance the utility of the PERMITS system by integrating it into day-to-day operations.

- Begin contract negotiations in Region IV and reopen negotiations at the National Emergency Training Center.

- Revive the Personnel Management Evaluation program.

6. 1987 Program. FEMA requests $2,223,000 and 43 workyears under Salaries and Expenses for this office, an increase of $113,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $2,223,000 and 44 workyears. The base program includes a net increase of $113,000; an increase of $95,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $19,000 for within-grade step increases; a decrease of $7,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $6,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

Current activities will be maintained on all mandated program requirements, with planned emphasis on several initiatives:

- Negotiating a minimum of two union contracts and resolving additional labor-management issues;

- Conducting a comprehensive Personnel Management Evaluation program;

- Administering a new retirement system for employees hired after December 31, 1983;

- Implementing a personnel processing and tracking system for military personnel assigned to FEMA;
- Expanding the capabilities of PERMITS and integrating it more fully with the day-to-day operations of the office;
- Establishing a cooperative education program and other entry-level intake recruitment efforts;
- Continuing to develop and review personnel policies; and
- Expanding training programs for managers and supervisors, with emphasis on position and performance management.

1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
H. Comptroller (Budget Authority)....................	MA-45	80	$3,490	78	$3,451	75	$3,419	76	$3,607	1	$188
Permanent Workyears											
Headquarters......................		80		78		75		76		1	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		80		78		75		76		1	
Total Workyears......................		80		78		75		76		1	
Targeted Workyears..................		...		...		76		...		...	

Changes From Original 1986 Estimates

Reflects an increase of $121,000 from a transfer of funds between programs.

Reflects a reduction of $153,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

H. Comptroller

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Comptroller is the principal advisor to the Director on the financial management of FEMA. This objective is accomplished by assisting management to define and defend its resource requirement and by reporting on use of resources appropriated to the Agency. In this context, the Office of the Comptroller is responsible for establishing Agency policy in the area of financial management; planning, formulating and executing the budget; operating an Agency-wide accounting and reporting system; providing computer systems analysis/programming to all financial management activities; formulating procedures for the fiscal administration of assistance agreements; providing technical assistance and training in the areas of financial management, grant administration, budgeting, accounting, and staffyear management; and developing, implementing, and managing the Agency's staffyear and organization analysis programs.

3. 1985 Accomplishments. In 1985, FEMA used $3,490,000 and 80 workyears for this office under Salaries and Expenses. The Office of the Comptroller is continuing to strengthen and carryout efficient and effective financial management practices that will ensure a high standard of fiscal integrity in FEMA. Specific accomplishments in 1985 are as follows:

- Implemented the Cross Servicing Agreement objectives of REFORM 88. Through the Cross Servicing Agreement, FEMA provides automated financial management systems and data base support for two Federal agencies, the Federal Labor Relations Authority (FLRA) and the Selective Service System (SSS).

- Enhanced FEMA's Travel Reporting Information Processing System (TRIPS) by implementing an automated check payment process.

- Developed and implemented control log systems for the Disaster Assistance Fund and the Superfund programs. These systems provide FEMA managers with current information on the financial status of each of these program accounts.

- Completed Phase II of the Financial Management Integration Program by implementing an invoice tracking system that meets generally accepted accounting principles. This subsystem was developed to ensure prompt payment of invoices, to track employee production against established work performance standards, and to provide management with a series of statistical reports on work products.

- Implemented a Letter of Credit Control Log to meet Treasury Department requirements for disbursing payments under the Letter of Credit System. This subsystem enables the Agency to track cash disbursements and recoupments by budget program.

- Developed and implemented a statistical sampling process for the examination of travel vouchers. This process complies with GAO requirements for statistical sampling and will reduce the amount of time expended on the processing of travel vouchers thus providing employees with expeditious payment of travel claims.

- Issued a Claims Collection Manual to standardize the Agency debt collection program.

- Implemented a new automated fiduciary reporting system. This system reduces the manual effort required to produce the Report of Budget Execution, Report on Obligations, the Statement of Financial Condition, and the Year-End Closing Statement.

- To improve the tracking of appropriated funds, designed and issued new monthly financial management information reports to include graphic presentations of commitment and obligation data. These reports are submitted to the FEMA Director and top management, to assist them in performing program oversight.

- Redesigned the data base management section of the Integrated Staffyear Information System (ISIS). Now, FEMA managers are provided accurate budget/program accounting of full time equivalent (FTE) usage; personnel mis-assignments are reduced; and FTE is properly categorized and sorted by program and organization.

- Automated the procesing of SF-52's. As a result of this effort, the processing time of SF-52's has been reduced to less than one day, organizational and financial coding data in the system is accurate and timely, and the Agency can maximize the use of cost data for position management objectives. Agency managers are provided with comprehensive reports relating to resource and workforce usage.

- Developed concept and program for a position management initiative in the Agency.

- Designed and implemented a communications network used in support of financial management systems. This system reduced communications costs $100,000 per year, provided 24-hour computer capability, and improved response to users by 60%.

- Provided systems analysis and programming services to a number of Agency information system projects related to financial activities in the areas of accounting, budget, acquisition management, administrative support, payroll, and the Office of Inspector General.

4. Changes from the 1986 Estimates. Reflects a net increase of $32,000: an increase of $121,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $153,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $3,419,000 and 75 workyears to this office under Salaries and Expenses. The Office of the Comptroller will continue to strengthen the financial management system and practices of FEMA. In 1986, the following objectives have been established to strengthen the financial management system:

- Continue to provide automated accounting system services to the FLRA and the SSS consistent with the President's Management Improvement Initiatives.

- Develop and issue revised monthly summary financial management reports to the Director and top management which are consistent with the integrated financial management system.

- Continue internal control oversight and vulnerability assessments of office functions.

- Study and develop plans to streamline financial management activities, especially at the Regional level.

- Issue and analyze information generated from ISIS.

- Implement the Federal Travel Credit Card program.

- Provide for regularly available financial management training for FEMA and non-FEMA employees.

- Interface the PERMITS payroll system with FEMA's financial management system.

- Implement statistical sampling of travel vouchers at the Regional level.

- Implement and complete integration of budget/acquisition/accounting systems.

- Automate budget execution tracking system with the Congress.

- Improve the communications capability of the Wang VS System for FEMA remote users, such as Regional offices and field facilities.

- Design, develop, and implement a system to integrate letter-of-credit drawdowns with the accounting system.

- Publish FEMA Instruction on the Position Management program.

6. 1987 Program. FEMA requests $3,607,000 and 76 workyears for this office, an increase of $188,000 and 1 workyear over 1986.

1987 Base Program. The 1987 request includes a base program of $3,607,000 and 75 workyears. The base program includes a net increase of $188,000; an increase of $153,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $24,000 for within-grade step increases; a decrease of $9,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $20,000 for increases due to inflation in other objects of expense. In addition, the base program includes an increase of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

With these resoruces, this office will do the following:

- Continue development and implementation of FEMA's financial management system consistent with the President's Management Improvement Initiatives in the areas of streamlining field activities and automating financial management systems.
- Begin development of an on-line financial reporting system.
- Review the impact of an ISIS interface with the automated financial management information system.
- Improve the position management initiative implemented in 1986.

1987 Increases/Decreases. None.

7. Outyear Implications. In the outyears, the Office of the Comptroller will continue to strengthen the financial management system and develop by 1990 a completely on-line user-friendly automated financial management system which is responsive to the needs of FEMA and other agencies satelliting on FEMA for financial systems support.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
I. Program Analysis & Evaluation (Budget Authority)...........	MA-50	12	$575	13	$628	9	$395	8	$416	-1	$21
Permanent Workyears											
Headquarters......................		12		13		9		8		-1	
Regions............................		...		...		...		...		...	
Total, Permanent...............		12		13		9		8		-1	
Total Workyears.....................		12		13		9		8		-1	
Targeted Workyears..................		...		...		8		...		...	

Changes From Original 1986 Estimates

Reflects a decrease from a transfer of $40,000 between programs.

Reflects a congressional reduction of $175,000.

Reflects a reduction of $18,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177)..

I. Program Analysis and Evaluation

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Office of Program Analysis and Evaluation (PA&E) analyzes and evaluates FEMA programs and planning proposals nationwide, and identifies and resolves existing or potential programs and policy problems so as to enhance the effectiveness, efficiency, and economy of the FEMA's programs and processes.

3. 1985 Accomplishments. In 1985, FEMA used $575,000 and 12 workyears for this office under Salaries and Expenses. Accomplishments were as follows:

- Prepared the FEMA Program Guidance Memorandum;
- Developed FEMA's Multi-year Program Plan for 1985-1991;
- Implemented a reporting system to measure planned goals against actual accomplishments in the Agency;
- Assessed management activities and improvements throughout the Agency;
- Evaluated the regional organizational structure;
- Provided guidance for improving administrative procedures for use of DOD employees;
- Developed vulnerability assessment guidelines under FEMA's Internal Control System;
- Developed and issued an Internal Control Manual which establishes an Agency-wide system to improve management practices and reduce fraud, waste, and abuse;
- Prepared the Director's year-end Internal Control Report to the President and the Congress;
- Coordinated FEMA's response to the President's Private Sector Survey on cost control;
- Evaluated FEMA's attack warning systems;
- Developed a formal FEMA evaluation system;
- Evaluated the National Flood Insurance flood plain mapping program;
- Developed procedures for Agency implementation of Executive Order 12372 involving State and local input into Federal funding decisions;

- Participated in FEMA's Office of Inspector General audits of State Comprehensive Cooperative Agreements; and
- Coordinated Agency response in the review and update of OMB Circular A-102.

4. Changes From the 1986 Estimates. Reflects a decrease of $233,000: a decrease of $40,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $175,000 in Salaries and Expenses; and a reduction of $18,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $395,000 and 9 workyears to this office under Salaries and Expenses. PA&E will undertake the following:

- Update the Multi-year Program Plan for the Agency;
- Maintain the reporting system which will track key outputs;
- Hold quarterly program reviews on progress in program accomplishments;
- Continue to initiate standardized planning and management practices throughout the Agency;
- Administer the Information Resources Council in regard to the Paper Work Reduction Act of 1980;
- Coordinate the Agency-wide implementation of FEMA's Internal Control System;
- Prepare the Director's year-end report to the President and the Congress on FEMA's internal controls;
- Collect, review, and issue a five-year plan for information resources; and
- Conduct six management reviews in conformance with OMB Circular A-76, by September 30, 1986.

6. 1987 Program. FEMA requests $416,000 and 8 workyears under Salaries and Expenses for this office, an increase of $21,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $416,000 and 8 workyears. The base program includes a net increase of $21,000; an increase of $18,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $4,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
J. Administrative Support Staff (Budget Authority)...........	MA-54	69	$2,101	62	$1,906	61	$1,905	61	$2,004	...	$99
Permanent Workyears											
Headquarters......................		69		62		61		61		...	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		69		62		61		61		...	
Total Workyears....................		69		62		61		61		...	
Targeted Workyear..................		...		...		61		...		...	

Changes From Original 1986 Estimates

Reflects an increase of $85,000 from a transfer of funds between programs.

Reflects a reduction of $86,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

J. Administrative Support Staff

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. Administrative Support Staff provides the staff for the management of FEMA Headquarters, its support and service requirements, and the management of its resources. This includes the following:

   - Centralized management for a variety of support services needed to sustain the FEMA Headquarters' activities, such as, printing, procurement, graphic arts and design, office services, transportation, mail operations, publications storage and distribution, space management, and other common support activities.

   - Management of the FEMA headquarters facility (Federal Center Plaza, 500 C Street, S.W., Washington, D.C. 20472).

   - Management of property, including real property, and utilization of personal property and motor vehicles.

   - Administration of a variety of related administrative programs; such as, the Records Management program, energy conservation, and the Information Collection Budget.

3. 1985 Accomplishments. In 1985, FEMA used $2,101,000 and 69 workyears for this office under Salaries and Expenses. The Administrative Support functional area continued to provide support services to the FEMA headquarters and its programs and to provide policy guidance in those Administrative Support areas that have Agency-wide application. A series of management reviews, management improvement initiatives, and internal control systems reviews were conducted on FEMA's operations in order to identify potential improvements and refinements and to reduce costs. The following accomplishments contributed to improved services or reduced costs over the 1984 level:

   - Space Management

     -- Reduced FEMA's total space inventory by 94,311 square feet, or 3.3%.

     -- Improved utilization of GSA-controlled space FEMA-wide by 95,111 square feet, a 16% reduction over 1984.

   - Records Management

     -- Eliminated the need for 134 letter size file cabinets, through records disposition, for a cost avoidance of $26,800.

     -- Transferred 764 cubic feet of records to the FEMA records holding area, an 82% increase over 1984.

     -- Completed 95% of the scheduling (disposition) of all agency records.

-- Microfilmed 160,000 documents, an increase of 20% over 1984. Created 13,330 masters, an increase of 153% over 1984.

- Postal Services

-- Dispatched 3,862 pieces of mail, for an increase of 3%.

-- Reduced overdue congressional correspondence actions from 120 to 29 (75%) through follow-up on suspense dates.

- Information Collection

-- Achieved 6.5% reduction in burden hours, exceeding the OMB mandated requirement of 5.2%.

-- Developed an automated data system to trace all aspects and progress of the Information Collection Budget and the Reports Management Program.

- Library Services

-- Created a system of controls to provide accountability for subscriptions and book purchases.

-- Conducted a cost-benefit and analysis of an On-Line Computer Library Center (OCLC) which showed that an OCLC saves time and reduces the amount of original cataloging, freeing the librarian to devote time to other aspects of library operations.

- Support Services

-- Processed 22,194 graphic art service requests.

-- Issued 9,072 graphic art service requests to commerical sources.

-- Administered 177 operating accounts which provided for the purchase of goods and services needed at headquarters.

-- Filled 13,127 requests for expendable office supplies, an increase of 4% over 1984.

-- Converted 20 Leasametric printer terminals from lease to purchase for a cost savings of $3,000 in 1987.

- Motor Vehicle Management

-- Revised and reissued motor vehicle management guidance to clarify responsibilities and improve recordkeeping.

- A-76 Reviews

  -- Formed a task force and began studies of mail operations, along with arts and graphics.

- Publications

  -- Processed 39,645 requests for FEMA publications and forms, a 48% increase over 1984. In addition, 5,499,864 copies of a variety of FEMA printed matter were distributed.

  -- Mailed FEMA publications to 141,642 addressees on 174 mailing lists.

- Printing

  -- Processed 2,007 total job requests for printing procurement sources at a cost of $4,727,848.

  -- Performed 2,966 in-house reproduction jobs resulting in 10,008,794 impressions.

4. Changes from the 1986 Estimates. Reflects a net decrease of $1,000: an increase of $85,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $86,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $1,905,000 and 61 workyears to this office under Salaries and Expenses. With these resources, this office will provide for administering the regulatory programs within the Agency and provide for the administrative and housekeeping functions for the FEMA headquarters.

6. 1987 Program. FEMA requests $2,004,000 and 61 workyears under Salaries and Expenses for this office, an increase of $99,000 over 1986.

   1987 Base Program. The 1987 request includes a base program of $2,004,000 and 61 workyears. The base program includes a net increase of $99,000; an increase of $86,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $20,000 for within-grade step increases; and a decrease of $7,000 for a reduction in the number of employees in grades GS/GM 11-15.

   1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
K. Other Administrative Expenses (Budget Authority)...........	MA-58	...	$10,563	...	$8,100	...	$8,140	...	$10,351	...	$2,211
Permanent Workyears											
Headquarters......................		...		...		...		...		...	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		...		...		...		...		...	
Total Workyears.....................		...		...		...		...		...	
Targeted Workyears..................		...		...		...		...		...	

Changes From Original 1986 Estimates

Reflects an increase of $406,000 from a transfer of funds between programs.

Reflects a reduction of $366,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

K. Other Administrative Expenses

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; Executive Order 12148, as amended.

2. Objective/Office Description. This element provides for the rental of space for headquarters and the regions as well as for administrative support and services to FEMA headquarters.

3. 1985 Accomplishments. In 1985, FEMA used $10,563,000 for this function under Salaries and Expenses. This activity provided administrative support services to the FEMA headquarters staff consisting of approximately 1,000 employees, consultants, and other personnel assigned to FEMA. During this period, increased emphasis was made to more efficiently manage FEMA's resources by: (1) reviewing the internal control systems used to administer FEMA's resources (funds, property, and other assets); and (2) improving and automating the administrative systems to ensure cost-effective operations.

4. Changes From the 1986 Estimates. Reflects a net increase of $40,000: an increase of $406,000 in Salaries and Expenses due to a transfer of funds; and a reduction of $366,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $8,140,000 to this function under Salaries and Expenses. With these funds, the activity will provide needed administrative support and services to FEMA headquarters.

6. 1987 Program. FEMA requests $10,351,000 under Salaries and Expenses for this office, an increase of $2,211,000 over 1986.

   1987 Base Program. The 1987 request includes a base program of $9,720,000. The base program includes a net increase of $1,580,000; an increase of $366,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); restoration of $1,064,000 for Standard Level User Charges reduced in the 1986 request in anticipation of closing four regions; and an increase of $150,000 for increases due to inflation in other objects of expense.

   1987 Increases. The 1987 request includes an increase of $631,000 over the 1987 base program. The increase is necessary to provide the minimal level of administrative support required for efficient headquarters operation.

7. Outyear Implications. No outyear implications over the 1987 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

L. Automatic Data Processing Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
1. ADP Support (Budget Authority)....................	MA-60	64	$3,072	67	$3,249	34	$1,928	20	$1,073	-14	-$855
Permanent Workyears											
Headquarters......................		64		67		34		20		-14	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		64		67		34		20		-14	
Total Workyears.....................		64		67		34		20		-14	
Targeted Workyears..................		...		...		20		...		...	

Changes From Original 1986 Estimates

Reflects a decrease of $214,000 from a transfer of funds between programs.

Reflects a congressional reduction of $1,021,000.

Reflects a reduction of $86,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

L. Automatic Data Processing

1. ADP Support

This program element provides computer support to all Federal Emergency Management Agency (FEMA) program offices, not supported elsewhere, and to all internal management and administrative functions of the Agency in meeting day-to-day production and emergency requirements. This activity is one of three interdependent activities which fund FEMA's total Automatic Data Processing Support. The other parts can be found under Government Preparedness and Civil Defense.

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 *et seq*; Reorganization Plan Number 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

b. Objective/Element Description. The objective of this element is to provide reliable, responsive, and cost effective computer support to FEMA's major programs.

c. 1985 Accomplishments. In 1985, FEMA used $3,072,000 and 64 workyears for this program element under Salaries and Expenses. A major objective was to develop in three phases, a Distributed Data Processing (DDP) system which will be an integrated framework for information systems that have broader flexibility and connectivity for emergency management purposes. Phases I and II have been completed and work has commenced on Phase III. The three phases are:

I. An interim computer upgrade of the central processing units (Sperry 1100/61's and 21-4020 terminal clusters) which moved FEMA into a limited DDP environment necessary to provide increased processing to meet FEMA's general ADP and information systems requirements through 1987.

II. The installation of a limited number of minicomputers as a first initiative in the total DDP plan to provide a flexible and endurable capability for classified systems. The first two phases are a prelude that provides for dramatic increases in the Agency's capabilities while moving toward the full implementation of a DDP system in Phase III.

III. The transition, conversion and implementation of prioritized FEMA functional requirements into a DDP system. Working within the present funding constraints, this transition will require several years. Using existing equipment, the Phase III concept will provide connectivity among Federal, Regional, and State levels of government for emergency management purposes. This final phase will complete the ADP portion of the National Emergency Management System (NEMS) which is a consolidation of telecommunications and ADP into an integrated framework of systems which have broad flexibility, interoperability, and government-wide compatibility. This plan involves careful management of resources in personnel training, machine capacity, and operating hours. Support was provided to the following major areas:

(1) Management and Administration (M&A)

- Managed, operated, maintained and programmed FEMA's three computer systems consisting of Sperry, DEC, and Wang mainframe computers and approximately 500 remote terminals.
- Provided ADP and computer support 24 hours-a-day, seven days-a-week, with overtime as needed.
- Provided total support in 1985/142,000 computer runs using 11,000 hours of computer time. Productivity of the new Sperry systems increased by 45% over the 1984 level. This computer time supported nine major Presidentially-declared disasters, and eight fire suppression assistance declarations in addition to three national exercises. Also, this computer time supported FEMA headquarters and regional offices for meeting basic day-to-day production and emergency requirements; such as resource management; crisis relocation and economic stabilization; disasters; training and fire programs; and Federal insurance programs.
- Provided the necessary interface and reporting in ADP matters to the Office of Management and Budget (OMB), the General Services Administration (GSA), and other agencies.
- Reviewed, evaluated, and made recommendations on information processing systems, requirements, and acquisitions for all parts of the Agency in maintaining central management over the FEMA information processing systems in accordance with P.L. 96-511, the Paperwork Reduction Act.
- Continued the establishment of the National Emergency Management System (NEMS) Information Systems/ADP capabilities and continued training of ADP personnel and users.
- Continued to enhance and modify data bases that are the building blocks of the NEMS architecture. Files in over 20 program categories (about 60 files in all) and 90 data files from other government agencies are a part of this total structure. To date, 23 of these files have been identified as a part of FEMA's critical emergency data file set.
- Developed requirements and other documentation for a DDP system.
- Developed programs to support production of microfiche records for Shelter Survey, Flood Insurance, and other programs.
- Updated and published the FEMA Data Base Catalog and the FEMA Data Dictionary.
- Developed software for the automation of the Regional Work Plan.
- Established unclassified Critical Emergency Data File which was used for the World's Fair, National Party Conventions, the Olympics, and several unclassified exercises.

- Implemented an Agency-wide Information Processing Equipment Inventory System for all ADP word processing and telecommunication equipment in the Agency.

- A technical and physical vulnerability analysis was conducted by the ADP System Security Detachment of the 902nd Military Intelligence Group from Ft. Meade for both Sperry Computer Systems. Most of the recommended changes by the survey team have been implemented.

(2) State and Local Programs and Support (SLPS)

- Continued work on converting non-standard software to standard languages to take advantage of new computer resources. For example, the Disaster Management Information System (DMIS) and supporting computer programs were converted from a non-standard language to ANSI COBOL. The total conversion effort is a significant part of the transition to the Phase III Distributed Data Processing Program. A GSA software conversion report has identified over 3,000,000 lines of program coding statements within the FEMA systems.

- Provided the Agency with computational support in the areas of planning, preparedness, research, mitigation, and response and recovery activities.

- Continued to provide model support for predicting effects of various disasters on the economy.

- Continued to support the Disaster Management Assistance program and improve the capabilities through development of one integrated system capability to support Disaster Field Office/Disaster Assistance Center, regional, or national requirements.

- Continued to work on the California Earthquake Damage Analysis System including the partial development and testing of the computer model to estimate earthquake damage and losses. Also, the FEMA earthquake impacts system was partially completed.

- Completed the integration of U.S. Geological Survey (USGS) earthquake ground shaking intensity model which was used in support of RESPONSE 85 exercise.

(3) Training and Fire Programs (TF)

- The National Emergency Training Center's (NETC) Registration and Admissions system was completely revised to provide many operational improvements.

- Distributed the National Fire Incident Reporting System (NFIRS) Version 4 software to 12 participating States and 26 municipalities.

- Continued to provide ADP technical assistance to States and cities participating in the NFIRS. Continued to maintain the National Fire Data Base (NFDB) of 6,000,000 records.

- Provided ADP software, documentation, and technical assistance to States and cities participating in the NFIRS. Maintained the NFDB of NFIRS data. There are 39 States participating in the program. During 1985, about 350 special reports were produced for the U.S. Fire Administration.

- Developed programs and procedures to allow U.S. Fire Administration personnel access to NFIRS data directly through a Sperry terminal cluster located at NETC.

- Developed and released to State and metro NFIRS users the software to produce two new output reports, a generalized ranking report, and a generalized scenario report.

- Developed software and instituted procedures to distribute quarterly to each participating NFIRS State, national feedback reports on the combined fire data. These reports allow comparison of State fire problems to national statistics.

(4) Federal Insurance Administration (FIA)

- Provided technical support for the continued expansion of the Write Your Own Program. This program transfers the selling, maintenance, and claims processing of National Flood Insurance Program flood insurance policies from the Federal Government to private insurance companies.

- Completed feasibility study and cost/benefit analysis of using electronic mail systme to communicate community status information to WYO companies.

- Developed and implemented a system to enable FIA's Office of Risk Assessment to track Letter of Map Amendment (LOMA) actions and maintain an automated record of each activity. LOMA's are requests by individuals to have their flood risk re-evaluated based upon new or more detailed information.

- Instituted procedural changes in obtaining flood insurance map data. Information is provided on tape by the map distribution contractor and loaded into the flood map data base. This change has resulted in a significant reduction of errors and the elimination of redundant data entry.

- Developed and implemented a system which enables FIA's Office of Loss Reduction to determine which communities are in greatest need of community assistance visits. This system assists the Office of Loss Reduction and the Regional Offices in determining where scarce resources may be put to the best use in maintaining community flood plain activities.

- Enhanced and continued to maintain the WYO mailing system. This system continues to give FIA's Deputy Administrator the ability to communicate with over 700 individuals involved in various aspects of the WYO Program.

- Development of several computer programs to check the validity of data between various data files maintained by FIA and its contractors. This effort has resulted in its identification and correction of several problem areas and insured the accuracy of the data files used by FIA and its contractors.

d. Changes from the 1986 Estimates. Reflects a net decrease of $1,321,000: a decrease of $214,000 in Salaries and Expenses due to a transfer of funds; a congressional reduction of $1,021,000 in Salaries and Expenses; and a reduction of $86,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $1,928,000 and 34 workyears to this program element under Salaries and Expenses. Support will be provided to these major areas:

(1) Management and Administration (M&A)

- Manage, operate, maintain, and program FEMA's computer systems.

- Review, evaluate, and make recommendations on information processing systems, requirements, and acquisitions for all parts of the Agency in maintaining central management over FEMA information processing systems in accordance with P.L. 96-51, the Paperwork Reduction Act.

(2) State and Local Programs and Support (SLPS)

- Provide the Agency with computational support in the areas of planning, preparedness, research, mitigation, and response and recovery activities.

- Continue to support the Disaster Management Assistance Program and improve the capabilities through development of one integrated system capability to support Disaster Field Office/Disaster Assistance Center, regional, or national requirements.

(3) Training and Fire Programs (TF)

- Continue to provide computational support for the national fire programs.

- Continue to provide computational support to the NETC for registration and admission, student evaluation program, and computerized simulation exercises.

- Continue to provide ADP software, documentation, and technical assistance to States and cities participating in NFIRS. Maintain the National Fire Data Base of NFIRS data and provide feedback reports to State submitting fire data.

(4) Federal Insurance Administration (FIA)

- Provide computational support in the area of planning and mitigation activities pertaining to Federal flood insurance.
- Continue to provide technical oversight and management for all activities related to ADP aspects of the flood insurance program.
- Provide ongoing support for the implementation of transferring the flood insurance processing to the private sector.
- Assist FIA in developing and implementing rating criteria and systems to make the National Flood Insurance Program self-supporting.

f. 1987 Program. FEMA requests $1,073,000 and 20 workyears under Salaries and Expenses for this program element, a decrease of $855,000 and 14 workyears from 1986.

1987 Base Program. The 1987 request includes a base program of $2,023,000 and 20 workyears. The base program includes a net increase of $95,000; an increase of $86,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $9,000 for within-grade step increases; a decrease of $3,000 for a reduction in the number of employees in grades GS/GM 11-15; and an increase of $3,000 for increases due to inflation in other objects of expense. In addition, the base program includes a decrease of 14 workyears to achieve the targeted workyears in the 1986 current estimate.

This funding level will provide the following:

-- Management and Administration (M&A). Manage, operate, maintain, and program FEMA's computer system. Review, evaluate, and make recommendations on information processing systems, requirements, and acquisitions for all parts of FEMA and provide for the central management of all data processing services within the Agency.

-- State and Local Programs and Support (SLPS). Provide the Agency with computational support in the areas of planning, preparedness, research mitigation, and response and recovery activities.

-- Training and Fire Programs (T&F). Continue to provide computational support to the National Emergency Training Center for registration and admissions, the Student Evaluation program, and computerized simulation exercises.

-- Federal Insurance Administration (FIA). Provide computational support in the areas of planning and mitigation activities pertaining to Federal flood insurance.

1987 Decreases. The 1987 request includes a decrease of $950,000 from the 1987 base program. The decrease is due to cost savings effected by reducing staff in 1986.

g. Outyear Implications. Phase III of the FEMA Distributed Data Processing Program is in the planning stage. When Phase III is implemented, systems will be converted; training and technical assistance will be provided; and a fully integrated NEMS system will be established. This system will provide connectivity among Federal, Regional, and State levels of government for emergency management programs. Due to both technological advancements and to the diversity and structure of FEMA's programs, the future trend will be to place computers closer to the users. In the late 1980's, an analysis will be conducted to develop strategy for satisfying requirements for the 1990's.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

L. Automatic Data Processing Estimates by Office	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
2. Administrative Telephones (Budget Authority)...........	MA-68	...	$3,623	...	$2,112	...	$2,021	...	$2,650	...	$629
Permanent Workyears											
Headquarters......................		...		...		...		...		...	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		...		...		...		...		...	
Total Workyears.....................		...		...		...		...		...	
Targeted Workyears.................		...		...		...		...		...	

Changes From Original 1986 Estimates

Reflects a reduction of $91,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

L. Automatic Data Processing

2. Administrative Telephone

a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

b. Objective/Element Description. This activity encompasses the centralized management and funding of day-to-day administrative telephone services for FEMA headquarters and regional elements. Included are the of local commercial systems, equipment in FEMA headquarters and usage of intercity voice networks, such as the government's Federal Telecommunications System (FTS), Federal Secure Telephone Service (FSTS), and the Automatic Voice Network (AUTOVON).

c. 1985 Accomplishments. In 1985, FEMA used $3,623,000 for this program element under Salaries and Expenses. Phase II of the Northern Telecom, Inc. digital SL-1 Electronic Private Automatic Branch Exchange (EPABX) was completed for FEMA headquarters. This new service is expected to eventually produce substantial savings over the previously leased commercial service, and provide a statistical and management reporting system whereby additional cost savings can be expected through control of potential misuse and abuse of services.

d. Changes from the 1986 Estimates. Reflects a decrease of $91,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $2,021,000 to this program element under Salaries and Expenses. These funds support the operation and maintenance of the administrative telephone services.

f. 1987 Program. FEMA requests $2,650,000 under Salaries and Expenses for this program element, an increase of $629,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $2,150,000 and no workyears. The base program includes an increase of $129,000; an increase of $91,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $38,000 for inflation in other objects of expense.

This funding level will continue service at the 1986 level.

1987 Increases The 1987 request includes an increase of $500,000 for GSA estimated increases for the FTS, the FSTS, and DOD's AUTOVON for FEMA-wide services.

g. Outyear Implications. As a result of the AT&T divestiture and the general deregulation of the telephone industry, FEMA can expect continued increases of overall telephone rates. Dial-tone for access to the commercial long distance network, for example, will have an impact possibly in excess of $100,000 annually; i.e., 1,400 telephones x $6.00 charge x 12 months.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

L. Automatic Data Processing Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
3. Word Processing (Budget Authority)..................	MA-70	...	$920	...	$702	...	$672	...	$714	...	$42
Permanent Workyears											
Headquarters......................		...		...		...		...		...	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		...		...		...		...		...	
Total Workyears.....................		...		...		...		...		...	
Targeted Workyears..................		...		...		...		...		...	

Changes From Original 1986 Estimates

Reflects a reduction of $30,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

L. Automatic Data Processing

3. Word Processing

a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148; as amended.

b. Objective/Element Description. To provide more effective use of word processing equipment within FEMA.

c. 1985 Accomplishments. In 1985, FEMA used $920,000 for this program element under Salaries and Expenses. The FEMA Word Processing program continued to provide central management of the word processing systems and to provide integration with other information resource management programs, such as automated data processing and data communications. Efforts were continued toward standardization of equipment to effect maintenance, supply, and rental cost reductions. FEMA purchased 110 word processing units which the Agency had been leasing, an action expected to save $450,000 in leasing fees in 1986. While purchased equipment is not state-of-the-art, it will provide adequate service at a cost savings over the next several years. The FEMA internal word processing instructions are provided in a single directive for all information resource requirements along the lines of the new Federal Information Resources Management Regulations (FIRMR) issued by the General Services Administration (GSA).

d. Changes from the 1986 Estimates. Reflects a reduction of $30,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $672,000 to this program element under Salaries and Expenses. The existing systems will be maintained and a minimal number of additional units will be acquired. FEMA will review existing work stations for potential tempest requirements, and standardize equipment type to the maximum extent possible. Word processing will be managed centrally as part of an integrated National Emergency Management System (NEMS).

f. 1987 Program. FEMA requests $714,000 under Salaries and Expenses for this program element, an increase of $42,000 over 1986.

1987 Base Program. The 1987 request includes a base program of $714,000. The base program includes an increase of $42,000; an increase of $30,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); and an increase of $12,000 due to increases for inflation in other objects of expense. This funding level will support the leasing, maintenance and supplies for the number of word processing units currently in FEMA.

1987 Increases/Decreases. None.

g. Outyear Implications. Due to both technological advancement and to the diversity and structure of FEMA's programs, the future trend will be to place computers closer to the users. The plan is for FEMA to completely integrate word processing into the other information system functions as a part of the implementation of the NEMS DDP.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

Estimates by Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
M. Regional Operations (Budget Authority)...........	MA-73	...	...	8	$323	8	$305	7	$321	-1	$16
Permanent Workyears											
Headquarters......................		...		8		8		7		-1	
Regions...........................		...		...		...		...		...	
Total, Permanent...............		...		8		8		7		-1	
Total Workyears.....................		...		8		8		7		-1	
Targeted Workyears..................		...		...		7		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $4,000.

Reflects a reduction of $14,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

M. Regional Operations

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.

2. Objective/Office Description. The Office of Regional Operations provides coordination on regional day-to-day operational matters and policy issues as staff advisor to the Director of FEMA, and serves as liaison between the Regional Directors and headquarters' elements on program and policy issues.

3. 1985 Accomplishments. Funding for this office was included under Flood Plain Management in 1985. Among its accomplishments were the following:

   - Continued monitoring of the activities of each regional office, keeping the FEMA Director and program managers advised of significant problems and coordinating corrective strategies.

   - Provided regional representation in FEMA headquarters in the development of policy and program guidance to ensure the consideration of regional viewpoints.

   - Further developed the regional work planning process by initiating actions to automate the planning system.

   - In accordance with recommendations and comments from regions and Hehdquarters program managers, revisions were made to improve the regional work planning environment, creating a more formal link between the budget and regional individual performance planning.

   - Participated with regional and headquarters program representatives in a review of the regional organizational structure.

   - Continued publication and distribution of the "Directory of Governors and State Officials."

4. Changes From the 1986 Estimates. Reflects a decrease of $18,000: a congressional reduction of $4,000 in Salaries and Expenses; and a reduction of $14,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. In 1986, FEMA is allocating $305,000 and 8 workyears to this office under Salaries and Expenses. This office will continue coordinating for the FEMA Director on regional program matters and policy issues. This office will continue to ensure a coordinated flow of guidance, policy, and information to the regions on programs and other Agency activities. Additionally, this office intends to complete automation of the regional work planning process and connect the work plan with the Multi-year Plan as a means to further improve the planning process and produce a Final Work Plan that is consistent with FEMA's budget and mission.

6. 1987 Program. FEMA requests $321,000 and 7 workyears under Salaries and Expenses for this office, an increase of $16,000 and a decrease of 1 workyear from 1986.

1987 Base Program. The 1987 request includes a base program of $321,000 and 8 workyears. The base program includes a net increase of $16,000; an increase of $14,000 due to restoration of 1986 reductions under the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177); an increase of $3,000 for within-grade step increases; and a decrease of $1,000 for a reduction in the number of employees in grades GS/GM 11-15. In addition, the base program includes a decrease of 1 workyear to achieve the targeted workyears in the 1986 current estimate.

In 1987, this office intends to intensify its reviews of regional office management and operations (i.e., personnel, organizational structure, overall management, and delegations) through staff team visits to each regional office. This office will continue to coordinate day-to-day operational regional matters with the Regional Directors.

1987 Increases/Decreases. None.

7. Outyear Implications. No outyear implications over the 1987 request.

NATIONAL INSURANCE DEVELOPMENT FUND

[For one-time payments from the National Insurance Development Fund to participating Federal Crime Insurance Program States, as authorized by section 1242 of the Urban Property Protection and Reinsurance Act of 1968, as amended, not to exceed $10,000,000. Eligibility for payment under this appropriation shall be contingent upon certification by a State that it shall develop, on an expeditious basis, an alternative mechanism for providing access to crime insurance to all current Federal Crime Insurance policyholders in that State who apply. Such certification shall be made not later than 30 days following the effective date of this paragraph. Payments to each State shall be determined by the proportionate share of this amount based on the number of policies in force in each State, as of July 31, 1985. The Administrator of the Federal Insurance Administration, Federal Emergency Management Agency, shall provide such funds no later than 60 days following the effective date of this paragraph. This paragraph shall become effective on January 1, 1986: Provided, That the provisions of this paragraph, and eligibilty for payments hereunder, shall not become effective or shall cease to be effective during any period that the authority of the Federal Crime Insurance Program for issuance of insurance policies is effective.] (Department of Housing and Urban Development/Independent Agencies Appropriations Act, 1986.)

NATIONAL INSURANCE DEVELOPMENT FUND
Appropriation Overview

The National Insurance Development Fund was established from the proceeds of the Riot Reinsurance Program, which was terminated by the Congress on November 30, 1983. It has also been used as the vehicle for the funding of the Federal Crime Insurance Program, and it receives deposits from crime insurance premiums and other receipts.

The Federal Crime Insurance Program is a direct Federal program which offers insurance against financial loss from burglary and robbery. This insurance has been offered to homeowners, tenants, and business owners, at rates established without regard to risk, if protective devices have been installed on the property to be insured. Of the 23 States currently participating in the program, seventeen have fewer than 1,000 policies in force. Only three States, New York, Pennsylvania, and Florida have more than 2,000 policies in force. These States comprise over 70% of the total policies, with New York alone accounting for nearly 60%. Because of this disproportionate distribution, and only 38,424 policies in force, FEMA feels the program is not of national proportions and could be better handled at the State level.

The budget estimates in this package reflect the termination of the Riot Reinsurance Program which expired on November 30, 1983. The budget estimates also assume that the Crime Insurance Program, which is authorized through March 17, 1986 will not be extended beyond that date.

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Federal Crime Insurance......	ID-5	6	...	6	...	6	...	4	...	...	...
B. Salaries and Expenses (obligations)..............	ID-11	...	($486)	...	($287)	...	($275)	...	($220)	...	(-$55)
Total, National Insurance Development Fund (Budget Authority) (appropriation)..		6	...	6	...	6	...	4	...	-2	...
Budget Outlays................			14,518		16,738		22,576		16,415		-$6,603
Permanent Workyears											
Headquarters....................		6		6		6		4		-2	
Regions..........................		...		...		...		...		...	
Total, Permanent............		6		6		6		4		-2	
Total Workyears....................		6		6		6		4		-2	

Changes From Original 1986 Estimates

- Total outlays increase as a result of anticipated payments to participating States totaling $9,570,000 for developing alternatives to the Federal Crime Insurance Program.

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	$432	$243	$240	$190	-$50
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	432	243	240	190	-50
Personnel Benefits					
12.1 Civilian personnel	47	25	26	21	5
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	7	17	9	9	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	...	...	...	...
25.0 Other services	5,350	3,902	3,900	2,547	-1,353
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	9,570	...	-9,570
42.0 Insurance claims and indemnities	2,357	5,275	7,403	3,620	-3,783
43.0 Interest and dividends	7,103	8,793	7,934	8,105	171
Total Obligations	15,296	18,255	29,082	14,492	-14,590

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

Estimates by Program Elements	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
Federal Crime Insurance Program (Appropriation)..............	ID-6	6	...	6	...	6	...	4	...	-2	...
Budget Outlays.................			$14,032		$16,451		$22,301		$16,195		-$6,106
Permanent Workyears											
Headquarters......................		6		6		6		4		-2	
Regions..........................		...		...		...		...		...	
Total, Permanent...............		6		6		6		4		-2	
Total Workyears....................		6		6		6		4		-2	

Changes From Original 1986 Estimates

- Total outlays increase as a result of anticipated payments to participating States totaling $9,570,000 for developing alternatives to the Federal Crime Insurance Program.

A. Federal Crime Insurance Program

1. Authority. Urban Property Protection and Reinsurance Act of 1968, as amended, 12 U.S.C. 1749 bbb et seq.

2. Objective/Element Description. The President's National Advisory Panel on Insurance in Riot-Affected Areas, in its January 1968, report entitled, Meeting the Insurance Crisis of Our Cities, pointed out that one important factor in the deterioration of inner-city areas was the unavailability of basic insurance coverages, including insurance against burglary and robbery. A study of the availability of crime insurance conducted by the Federal Insurance Administration in 1970, concluded that there was a critical problem of availability of insurance in many areas. The Federal Crime Insurance Program became effective in August 1971.

   (a) Review of Insurance Availability. Continuing reviews are conducted to determine whether crime insurance is available at "affordable" rates, either through the normal insurance market or through State action. Many States do not appear to have a crime insurance availability problem. A few States which do have availability problems have implemented programs of their own. While there is evidence that some insureds would experience difficulty in being placed in the private market, there are States which have developed crime insurance programs of their own. Under State legislation, both Michigan and New Jersey have created programs which have been in existence since the initiation of the Federal program. These programs represent one way of meeting the crime insurance availability problem. In addition, the States of Indiana and Wisconsin have less formal programs supervised by their Insurance Departments. Neither Indiana nor Michigan has been a Federal Crime Insurance Program State. Several FAIR Plans have followed the lead of Massachusetts in making limited amounts of crime insurance available through the offering of homeowners insurance policies. Rhode Island, Wisconsin, Michigan, Maryland, and Illinois have added such coverages. In any event, the degree of the problem of crime insurance availability and/or affordability has not demonstrated that it is beyond the ability of the States or private insurers to develop means of addressing the situation.

   (b) Selling and Servicing Insurance. Crime insurance is a direct Federal program in which the Federal Government assumes the risk-bearing function. The insurance is available through the Program's servicing contractor to businesses and residences in participating jurisdictions without regard to the actuarial risk, if protective devices have been installed.

   (c) Jurisdictions Covered. The following table depicts the jurisdictions currently covered, the date of their entry into the program, and the policies currently in force:

Crime Insurance Policies By State
(As of December 31, 1985)

State	Date of Entry	Residential	Commercial	Total
Alabama	7/77	654	28	682
Arkansas	8/76	48	12	60
California	11/80	1,470	465	1,935
Colorado	9/75	40	29	69
Connecticut	8/71	115	28	143
Delaware	3/74	107	2	109
District of Columbia	8/71	60	122	182
Florida	2/74	1,734	567	2,301
Georgia	9/75	235	195	430
Illinois	8/71	361	340	701
Iowa	5/77	5	2	7
Kansas	4/73	277	23	300
Louisiana	1/82	23	15	38
Maryland	8/71	81	142	223
Massachusetts	8/71	812	311	1,123
Missouri	8/71	725	159	884
New Jersey	2/73	1,274	336	1,610
New York	8/71	16,490	5,971	22,461
North Carolina	4/78	757	13	770
Ohio	8/71	249	125	374
Pennsylvania	8/71	1,809	633	2,442
Rhode Island	8/71	38	22	60
Tennessee	8/72	139	152	291
Virginia	1/77	87	16	103
Puerto Rico	6/78	827	237	1,064
Virgin Islands	10/78	82	30	112
Total		28,499	9,975	38,474

3. 1985 Accomplishments. A rate increase designed to move the program closer to actuarial soundness went into effect in May. While projected at approximately 30%, the actual increase in premium has been only 10% on the average for these policies, as a result of credits given for installation of security devices.

4. Changes from the 1986 Estimates.

(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Number of Policies Issued..............	39,471	...	33,579	...	-33,579
Premiums Received......................	$10,594	...	$6,632	...	-$6,632
Insurance Losses Incurred..............	2,357	$5,275	7,403	$3,620	-3,783
Operating Expenses.....................	5,350	3,900	3,900	2,547	-1,353
Payment to States......................	...	...	9,570	...	-9,570
Interest Expense.......................	7,103	8,793	7,934	8,105	3,171
Administrative Expenses................	486	287	275	220	-55
Budget Outlays.........................	14,518	16,738	22,576	16,415	-6,161

The increase in the number of policies is the result of the continuation of the Federal Crime Insurance Program beyond its anticipated expiration date of September 30, 1985. The 1986 request assumed the program would not be extended.

The increase in premium income results from continuation of the program.

The increase in losses is the result of the continuation of the program.

The payment to States is provided for by the HUD - Independent Agencies Appropriations Act of 1986.

The decrease in interest expense results from premium income consistent with program continuation.

The increase in outlays increases largely because of the projected payments to States.

5. 1986 Program. The budget estimates anticipate that the program will not be extended beyond March 17, 1986. Although no new policies will be written beyond that date, many existing policies will remain in force throughout 1986.

6. 1987 Program. The estimates assume that program activity will be limited to servicing crime insurance policies September 30, 1985. As crime insurance policies are effective for one year, there will be some policies in force throughout 1986.

7. Outyear Implications. No outyear implications over the 1987 request.

The status of the National Insurance Development Fund is as follows:

(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Unobligated Fund Balance, Start of Year	$176,843	$166,133	$176,222	$153,772	-$22,450
Crime Insurance Program					
Insurance Premiums	10,594	...	6,632	...	-6,632
Insurance Claims	-2,357	-5,275	-7,403	-3,620	3,783
Operating Expenses	-5,350	-3,900	-3,900	-2,547	1,353
Interest Expense	-7,103	-8,793	-7,934	-8,105	-171
Payments to States	...	...	-9,570	...	9,570
Administrative Expenses	-486	-287	-275	-220	55
Total, Crime Insurance	-4,702	-18,255	-22,450	-14,492	-7,958
Recovery of Prior Year Obligations	4,080	...	...	...	...
Unobligated Fund Balance, End of Year	176,222	147,878	153,772	139,280	-14,492
Borrowing Authority	176,222	147,878	153,772	139,280	-14,492

NATIONAL INSURANCE DEVELOPMENT FUND
'(Dollars in Thousands)

B. Salaries and Expenses 1/

Estimates by Program Office	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
Federal Crime Insurance Program	ID-12	6	...	6	...	6	...	4	...	-2	...
Total Salaries and Expenses (Budget Authority) (Appropriation)		6	...	6	...	6	...	4	...	-2	...
Budget Outlays			$486		$287		$275		$220		-$55
Permanent Workyears											
Headquarters		6		6		6		4		-2	
Regions		...		...		...		...		...	
Total, Permanent		6		6		6		4		-2	
Total Workyears		6		6		6		4		-2	

Changes From Original 1986 Estimates

* Reduction in outlays is required by the Balanced Budget and Emergency Deficit Control Act of 1985.

1/ Reimbursable to Salaries and Expenses in 1985.

B. Salaries and Expenses

1. Authority. Urban Property Protection and Reinsurance Act of 1968, as amended, 12 U.S.C. 1749 bbb *et seq*.

2. Objective/Element Description. This reimbursable program provides the required administrative support on a reimbursable basis for the Riot Reinsurance and Crime Insurance Programs.

3. 1985 Accomplishments. Accomplishments are detailed in the preceding narrative for the National Insurance Development Fund.

4. Changes from the 1986 Estimates. Reflects reduction of $12,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

5. 1986 Program. Beginning in 1986, the staff supporting this activity is funded through the National Insurance Development Fund. Previously, these administrative expenses were reimbursed from the NIDF.

6. 1987 Program. For 1987, the estimates assume that the expiration of the Federal Crime Insurance Program on March 17, 1986, will allow FEMA to reduce the permanent workyears from 6 to 4.

7. Outyear Implications. No outyear implications over the 1987 request.

NATIONAL FLOOD INSURANCE FUND
Appropriation Language

[For repayment under notes issued by the Director of the Federal Emergency Management Agency to the Secretary of the Treasury pursuant to Section 15(e) of the Federal Flood Insurance Act of 1956, as amended (42 U.S.C. 2414(e)), $92,852,000 of which $8,760,000 shall, upon enactment of this Act, be transferred to the Salaries and expenses appropriation for administrative costs of the insurance programs and $45,750,000 shall, upon enactment of this Act, be transferred to the Emergency management planning and assistance appropriation for flood plain management activities, including $4,778,000 for expenses under section 1362 of the National Flood Insurance Act of 1968, as amended (42 U.S.C. 4103, 4127), which amount shall be available until September 30, 1987.] In fiscal year [1986] 1987, no funds in excess of (1) [$40,750,000] $42,788,000 for operating expenses (2) [$67,591,000] $117,950,000 for agents' commissions and taxes, and (3) [$9,160,000] $5,362,000 for interest on Treasury borrowings shall be available from the National Flood Insurance Fund without prior notice to the Committees on Appropriations. [For the purpose of the determination of premium rates under the National Flood Insurance Act of 1968, the flood protection system in Winfield, Kansas, shall, at the 50 per centum stage of completed construction, as required by section 1307(e) of such Act, be considered to comply with the requirements and conditions of section 1307 of such Act, notwithstanding the source of funding.] In fiscal year 1987, for activities under the National Flood Insurance Act of 1968, and the Flood Disaster Protection Act of 1973, not to exceed $45,246,000 for flood plain management and $9,390,000 for salaries and expenses shall be available from the National Flood Insurance Fund. [Sec. 416. Notwithstanding any other provision of this Act, amounts otherwise provided by this Act for the following accounts and activities are reduced by the following amounts: "National flood insurance fund (appropriation)" $1,021,372; "National flood insurance fund (transfer to 'Salaries and expenses')", $96,360; "National flood insurance fund (transfer to 'Emergency management planning and assistance')", $503,250; "National flood insurance fund (earmark, of transferred funds, for expenses under section 1362 of the National Flood Insurance Act of 1968, as amended)", $52,558;] (Department of Housing and Urban Development/Independent Agencies Appropriations Act, 1986.)

NATIONAL FLOOD INSURANCE FUND
Appropriation Overview

The National Flood Insurance Program (NFIP) is a Federal program consisting of two components: insurance and flood plain management. The insurance component is the mechanism enabling property owners to buy flood insurance which is otherwise unavailable in the commercial market. As a loss mitigation tool and in return for the availability of insurance, communities agree to adopt and enforce local flood plain management measures to protect lives and new construction from future flooding.

For decades, the national response to flood disasters was generally limited to building flood control works and providing disaster relief to flood victims. This approach led to rising flood losses and rising Federal costs. To compound the problem, the public could not buy flood coverage from insurance companies, and building techniques to reduce flood damage to new construction were often overlooked.

The insurance mechanism enables people owning or buying property in the flood plain to insure against flood losses. By paying insurance rates which are, insofar as practical, related to the risk, there will be more enlightened management of the flood plains and a reduction in flood damage. This will reduce the need for relief due to flood disasters and will eliminate the cost to the general taxpayer for insurable flood damage.

The flood plain management component of the National Flood Insurance Program focuses on hazard mitigation through programs that combine mapping, regulatory, and technical assistance efforts for the purpose of responding to known flood hazards and mitigating their effects through a comprehensive approach to the management of flood plains. For 1987, FEMA is proposing that this activity be funded through the National Flood Insurance Fund. Previously, funding was derived through the Emergency Management Planning and Assistance appropriation. Major programs under this activity include the following:

1. Flood Studies and Surveys, which identify areas with a given probability of flooding. The flood data for the study are either procured through interagency agreements with other Federal Agencies, contracts with architectural and engineering firms, or developed from existing data. The use of the Existing Data Study (XDS) is particularly appropriate in geographical areas that have been studied and have experienced little or no change in their flooding characteristics. The results of the studies and surveys are reviewed by a technical evaluation contractor. State and local officials and citizens are consulted on the meaning and use of the studies, and a 90-day appeals period is established prior to finalization of the flood elevations. Once finalized, these elevations provide detailed data on flood risk zones within a given community, providing a basis upon which communities can promulgate effective flood plain management ordinances. Once these elevations are finalized, communities convert to the Regular Phase of the National Flood Insurance Program (NFIP) by adoption and enforcement of the required flood plain management ordinances based on the flood data shown in the flood study. Participation in the Regular Program also allows residents of participating communities to purchase flood insurance in higher amounts than is available to residents of communities in the Emergency Program, which is characterized by a Flood Hazard Boundary Map outlining the estimated special flood

hazard area without detailed risk zones. The studies are also utilized as a tool in setting rates for flood insurance.

Back-up data used for the studies is stored and made available to both individuals and organizations involved in the NFIP, and usable by FEMA in pursuing multi-hazard preparedness planning projects. As FEMA proceeds with implementation of the Integrated Emergency Management System (IEMS), this wealth of flood data is a particularly valuable resource for hazard identification and analysis at the State and local level.

Technical assistance is offered to other Federal agencies, State and local officials, and private property developers in interpreting and applying the data. Special studies and engineering research reports produce technical guidance materials, resolve problems and improve methodologies in support of effective local flood plain management programs.

2. Flood Hazard Reduction, which provides for the development of improved flood plain management standards and techniques, technical assistance to State and local governments, and increased community assistance, monitoring and enforcement of flood hazard reduction efforts for compliance with NFIP flood plain management requirements.

3. Purchase of Property, which provides for the public acquisition and transfer to local governments of properties that have sustained very severe or repeated flood damage, thus reducing federal expenditures for disaster relief and financial assistance.

4. State Assistance Program, which provides funds to improve the capability of State governments to assist communities in implementing sound flood plain management, thus lowering the need for federal involvement. Beginning in 1986, this activity was included in the Flood Hazard Reduction program.

The estimates contained in this package include premium rate increases which will achieve the goal of making the National Flood Insurance Fund, the financing mechanism for the NFIP, self-supporting in 1987. The required premium rate increases, of approximately 27%, will remove the Federal subsidy for this activity and shift the burden from the taxpayer to those who are the primary beneficiaries.

FEMA also proposes that salaries and expenses for both the Insurance Activities and Flood Plain Management components of the National Flood Insurance Program be included under the National Flood Insurance Fund for 1986. Previously, these expenses were included in the FEMA Salaries and Expenses Appropriation.

NATIONAL FLOOD INSURANCE FUND 1/
(Dollars in Thousands)

Estimates by Program	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
Appropriation Requested for the National Flood Insurance Fund.....		...	$200,205	...	$92,852	...	$37,920	...	...	...	-$37,920
Budget Authority:											
A. Insurance Activities...........	FI-9	54	...	53	24,088	52	79,249	52	-49,053	...	-128,302
B. Flood Plain Management											
1. Flood Studies and Surveys...	FI-14	...	...	87	36,902	...	...	82	36,460	82	36,460
2. Flood Hazard Reduction......	FI-18	...	...	81	4,070	...	...	67	4,020	81	4,020
3. Purchase of Property.........	FI-19	...	...	4	4,778	...	...	3	4,720	4	4,720
4. State Assistance Program....	FI-20	...	...	...	...	...	...	...	...	...	...
C. Salaries and Expenses 2/.......	FI-21	...	(2,013)	...	8,760	...	(2,507)	...	9,300	...	9,300
Total, National Flood Insurance Fund (Budget Authority)....................		54	...	225	78,598	52	79,249	205	5,447	153	-73,802
Budget Outlays.................			-119,347		73,424		51,221		-38,155		-89,376
Permanent Workyears											
Headquarters......................		52		110		50		108		58	
Regions............................		...		114		...		95		95	
Total, Permanent..............		52		224		50		203		153	
Total Workyears.....................		54		225		52		203		151	
Targeted Workyears..................		...		...		52		...		...	

1/ Reflects transfer of Flood Plain Management activities and Salaries and Expenses for Insurance Activities and Flood Plain Management to the National Flood Insurance Fund effective 1987.

2/ Appropriated under Salaries and Expenses. Justified under Salaries and Expenses, Insurance Activities, in 1985 and 1986.

Changes From Original 1986 Estimates

- Amount appropriated to repay Treasury borrowings reduced pursuant to P.L. 99-160.
- Budget authority increases as a result of P.L. 99-160, which reduced the rate increase for flood insurance premiums to 5% from the 14% requested.
- Workyears and budget authority for Flood Plain Management are included under Emergency Management Planning and Assistance, as mandated by the Congress.
- Total outlays are reduced as a result of the elimination of Flood Plain Management activities.

NATIONAL FLOOD INSURANCE FUND

(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent	...	$6,234	...	$7,126	$7,126
11.3 Other than full-time permanent	...	347	...	35	35
11.5 Other personnel compensation	...	12	...	12	12
11.8 Special personal services payments	...	253	...	153	153
11.9 Total personnel compensation	...	6,846	...	7,326	7,326
Personnel Benefits					
12.1 Civilian personnel	...	728	...	798	798
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	801	...	721	721
22.0 Transportation of things	...	9	...	9	9
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	1,288	...	2,423	2,423
25.0 Other services	$113,924	180,179	$128,502	201,461	72,959
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	2,500	2,500
42.0 Insurance claims and indemnities	173,570	436,247	356,696	324,208	-32,488
43.0 Interest and dividends	230	9,160	6,441	5,362	-1,079
Total Obligations	287,724	635,258	491,639	544,808	53,169

NATIONAL FLOOD INSURANCE FUND
INSURANCE ACTIVITIES AND FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	...	...	...	...	...
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel	...	...	...	...	...
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons	...	...	...	...	...
22.0 Transportation of things	...	...	...	...	...
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	...	...	...	...	...
24.0 Printing and reproduction	...	$1,288	...	$2,353	$2,353
25.0 Other services	$113,924	179,803	$128,501	201,085	72,584
26.0 Supplies and materials	...	...	...	...	...
31.0 Equipment	...	...	...	...	...
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	...	...	...	2,500	2,500
42.0 Insurance claims and indemnities	173,570	436,247	356,696	324,208	-32,488
43.0 Interest and dividends	230	9,160	6,441	5,362	-1,079
Total Obligations	287,724	626,498	491,639	535,508	43,869

NATIONAL FLOOD INSURANCE FUND
SALARIES AND EXPENSES
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	...	$6,234	...	$7,126	$7,126
11.3 Other than full-time permanent...........	...	347	...	35	35
11.5 Other personnel compensation.............	...	12	...	12	12
11.8 Special personal services payments.......	...	253	...	153	153
11.9 Total personnel compensation.............	...	6,846	...	7,326	7,326
Personnel Benefits					
12.1 Civilian personnel.......................	...	728	...	798	798
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	801	...	721	721
22.0 Transportation of things.................	...	9	...	9	9
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.................	...	...	...	...	...
24.0 Printing and reproduction................	...	...	...	70	70
25.0 Other services...........................	...	376	...	376	376
26.0 Supplies and materials...................	...	...	...	...	...
31.0 Equipment................................	...	...	...	...	...
32.0 Lands and structures.....................	...	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	...	8,760	...	9,300	9,300

A. Insurance Activities

1. Authority. Flood Disaster Protection Act of 1973, as amended; and National Flood Insurance Act of 1968, as amended, 42 U.S.C. 4001 et seq.

2. Objective/Element Description. The National Flood Insurance Act of 1968, as amended, authorized flood insurance to be provided on a national basis by a joint program with the Federal Government and the private sector insurance industry. Until December 31, 1977, flood insurance was provided by a joint government/industry program. As of January 1, 1978, the Federal Government assumed full responsibility for operating the program. FEMA has established goals of making the National Flood Insurance Program (NFIP) self-supporting by 1988 and re-involving the private sector in the NFIP. Along with these efforts, rates may be adjusted periodically to more closely reflect the actual risk.

   a. Coverage. All existing buildings and their contents in communities where flood insurance is available, through either the Emergency or the Regular Program, are eligible for a first layer of coverage at subsidized premium rates. In Regular Program communities, a second layer of flood insurance coverage is available at actuarial rates on all properties, and full actuarial rates for both layers apply to all new construction or substantial improvements located in special flood hazard areas. A new actuarial rating system for construction in coastal high hazard areas commencing on or after October 1, 1981, was introduced.

      Coverage is available for residential properties, business properties, churches, agricultural properties, properties occupied by private nonprofit organizations, and properties owned by local and State governments and agencies thereof. However, beginning October 1, 1983, coverage is no longer available for finished portions of basements, with the exception of those types of equipment necessary to make a building habitable; i.e., furnaces.

   b. Subsidized Premium Rates. The National Flood Insurance Act provides for the establishment of "chargeable" or subsidized premium rates designed to encourage the sale of flood insurance at less than full actuarial levels. These rates were increased for the first time during 1982. Subsidized rates were increased again effective October 1, 1983.

      The 1973 Act provides that all flood insurance may be written at subsidized rates on construction in participating communities until December 31, 1974, or until the effective date of the Flood Insurance Rate Map (FIRM) with 100-year flood elevation data, whichever is later. Subsequent new construction and additional limits of coverage for existing construction within the identified special flood hazard areas of a FIRM are eligible for flood insurance only at actuarial rates.

      The following table shows the current subsidized premium rates available for limits of coverage:

LIMITS OF COVERAGE AND SUBSIDIZED RATES
(Per Unit)

TYPE OF STRUCTURE	STRUCTURE COVERAGE	RATE a/	CONTENTS COVERAGE	RATE a/
Single-family residential.....	$35,000	$0.45	$10,000	$0.55
All other residential.........	100,000	0.45	10,000	0.55
All non-residential b/........	100,000	0.55	100,000	1.10

a/ Rates per $100 of coverage.
b/ Includes hotels and motels with occupancy of less than six months.

c. Actuarial Rates. Studies and investigations of specific areas to determine flood risk are carried out in conjunction with several Federal agencies including the U.S. Army Corps of Engineers, as well as State and local agencies, and private engineering firms. These studies establish risk zones and flood elevations which determine the appropriate actuarial rate to be charged. The full-cost premium rates (i.e., actuarial rates), besides reflecting the expected annual damage, take into account all costs related to providing flood insurance.

Some sparsely populated special flood hazard areas, however, as well as flood risk zones outside the special flood hazard areas, do not warrant detailed studies to determine elevations. In these areas, actuarial zone rates, which establish rates by building type and occupancy but not elevation, are used. The rating of actuarial policies has been simplified to reduce the number of risk zones from 68 to 8.

d. Staffing. The funding and positions for the staff to support the insurance operations of the NFIP are contained in the FEMA Salaries and Expenses Appropriation through 1986. Effective in 1987, FEMA is proposing that all administrative costs for this program be funded through the National Flood Insurance Fund.

e. Program Financing. The instrument through which the Federal Government fulfills its financial responsibilities is the National Flood Insurance Fund which is financed by premium income, appropriations, and Treasury borrowings. The Director is authorized to borrow $500 million from the Treasury with an additional $500,000,000 available with approval of the President and notification to Congress. An appropriation of $92,852,000 was requested for 1986. Congress appropriated $37,920,000 to repay borrowing of the Fund, while transferring $53,911,000 to other accounts to fund salaries and expenses and Flood Plain Management activities. If FEMA's proposed rate increase is approved, it is anticipated that appropriations of $79,249,000 in 1988 and $5,447,000 in 1989 will be required to repay Treasury borrowings. The National Flood Insurance should then be self-supporting, and require no continuous taxpayer subsidy. If the proposed rate increase is not realized, the NFIP, as well as the FEMA Salaries and Expenses and Emergency Management Planning and Assistance accounts will require taxpayer subsidy in future years.

NATIONAL FLOOD INSURANCE FUND
Financial Transactions 1/
(Dollars in Thousands)

	CUMULATIVE 9/30/84	1985 Actual	1986 Estimate	1987 Estimate
Policies in Force:				
Number	1,831,475	1,955,028	2,121,000	2,312,000
Amount	$115,638,000	$133,841,000	$149,575,000	$167,926,000
Program Costs, Funded:				
Agents Commissions and Taxes	288,855	43,694	33,702	40,950
Operating Expenses	253,885	37,922	40,750	42,788
WYO Expense Allowance 2/	8,887	32,308	54,050	77,000
Total Underwriting	551,627	113,924	128,502	160,738
Loss and Adjustment	2,236,400	173,570	356,696	324,208
Interest on Treasury Borrowing	186,518	230	6,441	5,362
Adjustment to Prior Years	89,416	...	...	...
Deferred Commissions	7,351	...	...	...
Depreciation Expense	7,930	...	...	...
Total Costs, Insurance Activities	3,079,242	287,724	491,639	490,308
Flood Plain Management 3/	...	...	...	45,200
Total Salaries and Expenses 3/	...	...	...	9,300
Changes in Selected Resources	16,053	...	...	...
Total Obligations	3,095,295	287,724	491,639	544,808
Offsetting Collections, Received	-1,834,702	-356,424	-407,623	-531,998
Investment Income	-3,922	-4,714	-4,767	-7,363
Budget Authority	1,830,780	-73,414	79,249	5,447
Cumulative Budget Authority (Net Fed. Subsidy)	1,256,671	1,183,257	1,262,506	1,267,953
Cumulative Appropriation	1,972,614	2,172,819	2,210,109	2,210,109
Unobligated Balance, End of Year	715,943	989,562	947,603	942,156

1/ Financial data through 1978 has been adjusted to make all financial data comparable pursuant to Federal assumption of the operating responsibility on January 1, 1978.

2/ Represents funds retained by private insurance companies participating in the Write-Your-Own Program for writing and servicing flood insurance policies.

3/ For 1987, Flood Plain Management and Salaries and Expenses for Insurance Activities and Flood Plain Management are included under the National Flood Insurance Fund.

The following table provides a breakdown of the operating costs for each fiscal year:

OPERATING COSTS

	1985 Actual	1986 Estimate	1987 Estimate
NFIP SERVICING CONTRACTOR:			
Total Direct Costs	27,974,354	29,894,781	30,181,820
Total Fee	2,439,474	2,840,004	3,856,180
Subtotal, Servicing Contractor Costs and Fee	30,413,828	32,734,785	34,038,000
Disaster Site	821,733	1,200,000	1,400,000
Postage	3,177,679	3,100,000	3,300,000
Subtotal, Letter of Credit	3,999,412	4,300,000	4,700,000
Total Contractor Expenses	34,413,240	37,034,785	38,738,000
OTHER OPERATING COSTS:			
Printing	1,226,735	850,000	850,000
Map Distribution Contractor	1,938,585	2,100,000	2,300,000
Miscellaneous Expenses	342,986	765,215	900,000
Subtotal, Other Operating Costs	3,508,306	3,715,215	4,050,000
TOTAL, Operating Costs	37,921,546	40,750,000	42,788,000

3. 1985 Accomplishments. The Write Your Own Program, whereby private insurers write and service flood insurance policies under their own names on a non-risk bearing basis, entered its second full year of operation in 1985. This program also allows the NFIP to utilize these insurers' existing policy bases to increase the program's market penetration. By the end of the fiscal year, over 50 companies were actively writing in the program, with over 25% of the NFIP's policy base, including approximately 150,000 new policies.

Claims Reinspections Savings: As a result of the general adjuster's claims reinspection activities, there were 2,265 reinspections, at a savings of $3,993,822. The general adjusters also support the Office of Inspector General on fraud investigations.

Schedule Building Policy: Pursued the development of a procedure by the NFIP contractor to handle a schedule of buildings and their contents under one master policy, including the development of manual rules and schedule formats.

Integrated Flood Insurance Claims Office: Established an Integrated Flood Insurance Claims Office Management and Claims Adjustment Procedures System (IFICO), administering and refining the total procedures of the FICO and updating the FICO manual, accordingly, to assure complete and functional interfacing of IPATS's management controls with FICO functions.

4. Changes from the 1986 Estimates.

(Dollars in Thousands)

Program Levels	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Policies in Force, End of Year:					
Number..........................	1,955,028	2,356,000	2,121,000	2,312,000	191,000
Amount	$133,841,000	$164,004,000	$149,575,000	$167,926,000	$18,351,000
Flood Insurance Claims (amount)...	173,570	436,247	356,696	324,208	-32,488
Insurance Underwriting Expense....	113,924	135,341	128,502	160,738	32,236
Premium Income....................	356,424	553,660	407,623	531,998	124,375
Budget Authority (appropriation)..	200,205	92,852	37,920	...	-37,920
Budget Outlays....................	-119,347	73,424	51,221	-38,155	-89,376

- Total number of policies in force decreases as a result of the slightly lower policies in force currently projected for 1985.
- Total coverage decreases as a result of the lower estimate for policies in force.
- Flood insurance claims decrease as a result of the lower policy estimate.
- Insurance underwriting expenses decrease as a result of fewer projected policies.
- Premium income falls due to the lower policy count.
- Budget outlays increase as a result of higher claims and underwriting activity.

5. 1986 Program. In 1986, FEMA will complete the following:

- Implementation of an independent verification program which will result in inspection of approximately 3% of structures covered by flood insurance to ensure they meet criteria established for their rating category.

- Establishment of a system which will allow NFIP policyholders and producers with claims questions to contact the contractor's claims staff directly for more rapid response to inquiries.

6. 1987 Program. FEMA will continue to service policyholders, utilizing the insurance component of the NFIP to further the goal of reducing flood damage while progressing toward an actuarially sound program.

   - An increase in flood insurance premiums of approximately 27% is proposed to make the National Flood Insurance Program self-supporting by 1987.

   - Continue efforts at involving the private insurance industry more directly in the NFIP. The impact of the Write Your Own program will be analyzed and the program expanded, if feasible.

7. Outyear Implications. The projections for making the program self-supporting include appropriations requests for each year through 1989. If these requests are not realized, the program may not realize the self-supporting goal by the end of 1988.

   The appropriations that will be required in order to reach this point are as follows:

1987 -	...
1988 -	$79,249,000
1989 -	5,447,000
1990 -	...

B. Flood Plain Management

1. Flood Studies

   a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.

   b. Objective/Element Description. The primary objective of this program is to identify Special Flood Hazard Areas and to produce, distribute, store, and interpret current information on flood hazards and risks by the following methods:

      (1) Identification of Special Flood Hazard Areas. Using the best available flood information on a community, FEMA prepares a Flood Hazard Boundary Map delineating the extent of the community's base flood, the

100-year flood (defined as the flood having a one-percent chance of being equaled or exceeded in any given year).

(2) Performance of Detailed Flood Studies. The detailed study is an analysis to establish flood frequencies, elevations and floodways within the community's corporate limits. It ascertains the physical characteristics of flood sources and flood plains and applies principles of hydrology and hydraulics to the determination flood risks and associated data, in order to set rates for flood insurance and enable local officials to enact flood plain management measures.

(3) Negotiation and Monitoring of Contracts. Many detailed studies are performed by private architectural and engineering firms. Others are performed by public agencies; e.g., the Army Corps of Engineers or the Tennessee Valley Authority. FEMA must negotiate contracts for these services and monitor the performance of the contractors.

(4) Consultation with State and Local Officials. State and local officials must be consulted throughout the development of detailed flood analyses for each community. Consultations begin with a Time and Cost Meeting which determines the scope of the study. A final Community Consultation and Coordination Meeting is convened at the study's conclusion to present its results, explain the community's right to appeal, and illustrate the responsibility of local officials to use the resulting data for establishing a sound program of flood plain management. Other information meetings may be held to ensure the acquisition and transfer of pertinent flood data.

(5) Review and Processing. Each detailed study is reviewed for internal consistency, contiguity with adjacent communities' studies, and conformance with FEMA's standards on format and content. Each study is also made effective through an administrative process involving the formal proposal and finalization of the flood elevations determined by the study.

(6) Resolution of Appeals and Map Revisions. Flood Hazard Boundary Maps and Flood Insurance Rate Maps are subject to appeal by community officials and citizens. Appeals may be filed during formal appeal periods, provided at the time of a map's issuance or any time thereafter. Appeals must be based on technical data disputing the findings of FEMA's flood studies. When accepted, appeals result in changes made either by an immediate revision of the flood map or by means of a letter followed later by a revision of the map.

(7) Storage of Information on Flood Hazards. Besides its in-house files and those of its contractors, FEMA maintains a facility for the preservation of flood data produced for every community having received a detailed flood study. The information is kept for FEMA's records and for the use of other Federal agencies, State governments, and area planners.

(8) Printing and Distribution of Flood Data. FEMA manages its contract with a firm to distribute all flood maps to those agencies and individuals responsible for using them. A mass mailing of all flood maps

occurs at the time of their printing. A library and centralized system of distribution is available to handle subsequent orders for Flood Insurance Rate Maps and Flood Insurance Studies.

(9) Provision of Technical Assistance. Developers of private property in identified flood plains frequently request assistance in applying the results of flood studies to their building plans. If they can certify the precise location of a structure or proposed structure, FEMA can determine the extent to which it is exposed to inundation by the base flood and suggest actions that might lessen the hazard. If the structure had previously been judged flood prone, an examination of certified data might result in a favorable determination and a removal of the property from the Special Flood Hazard Area by means of a Letter of Map Amendment.

(10) Engineering Methods/Special Studies. FEMA conducts investigations of new or improved methodologies in engineering fields of hydrology and hydraulics. These investigations are undertaken in order to perform flood studies and surveys in the most accurate and cost-effective manner possible.

c. 1985 Accomplishments. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

d. Changes From the 1986 Estimates. Details for 1986 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

e. 1986 Program. Details for 1986 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

f. 1987 Program. FEMA requests a total of $40,197,000 and 82 workyears for this program, of which $3,737,000 is for Salaries and Expenses and $36,460,000 is for program activities. The information which follows lists the quantifiable outputs FEMA will produce in 1987:

- Initiation of 298 detail or limited detail Flood Insurance Studies.
- Initiation of 44 detailed Flood Insurance restudies.
- Completion of 680 Flood Insurance Studies (through review and processing).
- Evaluation of 210 official appeals and 1,500 requests for letters of Map Revision/Amendment of Flood Hazard Boundary Maps and Flood Insurance Rate Maps.
- Establishment of eligibility of 100 communities to participate in the Emergency Phase of the NFIP.
- Conversion of 1,550 communities to the Regular Phase (1,200 by special conversion).

- Continued provision of technical assistance to officials at all levels of government as well as property owners.

- Continued printing, distribution and storage of completed flood study data.

FUNDING ALLOCATION
(Dollars in Thousands)

	1987 Request
Studies in Progress	$1,240
New Studies	7,847
Restudies	2,823
Technical Evaluation, Appeals and Map Revisions	20,022
Printing/Distribution	2,650
Engineering/Research Reports	300
TOTAL, Flood Studies and Surveys	34,882

g. Outyear Implications. In an effort to comply with P.L. 98-181, which requires the congressionally-mandated initial flood mapping effort to be completed in a timely manner, FEMA has prepared a plan for providing full program status to all participating communities in an expeditious and resource efficient manner.

This plan was submitted to Congress in September, 1984. It reports the funding levels required to complete the remaining cost-effective studies by 1990. As part of the Administration's effort to reduce Federal spending, FEMA is recommending that this completion date be extended for one year to 1991. Under this alternative, funding would remain at approximately current levels. All cost effective studies would be initiated during 1986-88 and completed by the end of 1991. All conversions of minimally flood prone communities, without detailed flood risk studies, would also be completed by 1988.

FEMA's progress in identifying the flood elevations on a community basis are provided:

Status of Detailed Risk Zone and Elevation Studies

	1985 Actual	1986 Estimate	1987 Estimate
New studies completed, beginning of year	9,234	9,743	10,193
New studies initiated during year	775	292	407
Communities not in Regular Program (new and limited detail studies)	(591)	(232)	(298)
Existing Data Studies	(184)	(60)	(109)
Additional areas within communities in the Regular Program (restudy updates)	114	42	44
Studies completed during year (appeals process started)	509	450	680
Studies completed, end of year (cumulative)	9,743	10,193	10,873
Communities with elevations in Regular Program, end of year	8,508	8,908	9,258
Communities without elevations in Regular Program, end of year	4,331	5,531	6,731
Total number of communities in Regular Program, end of year	12,839	14,439	15,989
Communities non-participating and suspended for non-compliance	130	125	130

2. Flood Hazard Reduction

a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

b. Objective/Element Description. The Flood Hazard Program was created to reduce loss of life and property from flooding and encourage wise use of the nation's flood plains, and directly supports the national goals of reducing flood-caused property damage, deaths, injuries, disaster payments, tax losses and excessive insurance claims. The program identifies and encourages sound flood plain management practices through its community assistance program, and monitors and enforces community compliance with the National Flood Insurance Program (NFIP) minimum standards for flood plain management in over 17,000 flood prone communities participating in the NFIP.

Through the State Support Services element of the Community Assistance Program, States, with FEMA's assistance and guidance, play a primary role in providing targeted technical assistance services to NFIP participating communities.

Where States are unable or unwilling to provide assistance, Federal agencies with flood plain management capabilities (such as the Corps of Engineers) are engaged to provide assistance. The development and testing of technical standards and all enforcement actions will continue to be carried out by FEMA personnel.

The Community Assistance Program includes the community assessment process (including community assessment meetings), which replaced the Community Assistance and Program Evaluation (CAPE) process and is designed to provide an opportunity for evaluating community flood plain management assistance needs. These meetings and processes provide an opportunity for assistance to be offered to communities that are having difficulties in properly carrying out and enforcing their programs due to lack of understanding and/or lack of information or inexperienced staff. Where problems cannot be resolved satisfactorily for a particular community, the process provides initial documentation to proceed with enforcement actions for failure to comply with NFIP minimum standards, as set forth in its established Community Compliance Program.

c. 1985 Accomplishments. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

d. Changes from the 1986 Estimates. The detail concerning these changes may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

e. 1986 Program. Details for 1986 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

f. 1987 Program. FEMA requests a total of $6,763,000 and 67 workyears for this program, of which $2,725,000 is for salaries and expenses and $4,020,000 is for program activities.

Funding is to be provided for community technical assistance by other Federal agencies, such as the Corps of Engineers, Tennessee Valley Authority, and Soil Conservation Service. Such assistance has previously been been undertaken in 1984 and 1985 by the Corps of Engineers. Again, to enhance the ability of local communities to implement flood plain management programs, informational materials will be developed and disseminated by FEMA.

In addition, FEMA plans to continue and expand a damage assessment project, which includes analysis of damage flood damaged structures to detect any weaknesses which may exist in enforcement, building codes or flood insurance rating criteria.

g. Outyear Implications. FEMA will continue to emphasize hazard mitigation as the most cost effective means of reducing the financial burden incidents of flooding place on the nation's taxpayers.

3. Purchase of Property

a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

b. *Objective/Element Description*. The goal of this element is to reduce future flood insurance and disaster assistance costs in areas where regular flooding causes repetitive and substantial property damage. Property that has been substantially damaged beyond repair, damaged by floods on three or more occasions in five years with a damage-to-value proportion averaging at least 25% or for which a building permit to repair has been denied eligibility for purchase. Communities are eligible for participation in the purchase initiatives based on where acquisition will be in the public's interest and on the community's willingness to pursue a strong program of flood plain management and flood damage reduction that exceeds Federal minimum criteria. Owners of real property located in flood risk zones, who are covered by Federal Flood Insurance, potentially can qualify for this assistance through the community's application. If the property is selected, and the property owner agrees to participate, the property is acquired by FEMA and the title is transferred to the local community or State, provided the land remains in an open space condition for public use. The purchase price is determined by reducing the pre-flood fair market value by any insurance claim payment which may have been made. This program is an integral flood loss reduction tool of the National Flood Insurance Program.

c. *1985 Accomplishments*. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

d. *Changes from the 1986 Estimates*. The detail concerning these changes may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

e. *1986 Program*. Details for 1986 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

f. *1987 Program*. FEMA requests a total of $4,853,000 and 3 workyears for this activity in 1987, of which $133,000 is for salaries and expenses, and $4,720,000 is for program activities. FEMA is requesting that funding for this program be supported directly by the National Flood Insurance Fund, as flood insurance policyholders are the direct beneficiaries of the reduced loss payments which result from the removal of repetitively flooded structures through this program.

g. *Outyear Implications*. No outyear implications over the 1986 request.

4. *State Assistance Program*

a. *Authority*. The National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

b. *Objective/Element Description*. The State Assistance Program provides financial assistance on a 75% maximum Federal, 25% minimum non-federal cost-sharing basis to the 50 States, District of Columbia, Puerto Rico, Virgin Islands, and Guam, to increase the effectiveness of State and local government efforts concerning the management and use of flood prone areas. It is designed to develop or improve the following:

- State plans to perform intergovernmental flood hazard management coordination activities and to develop formal Statewide flood hazard management programs.

- Statewide information networks that promote an increased understanding of flood hazard management concepts and techniques.

- State programs to assist local government officials in the mechanics of implementing and administering flood hazard management programs, thereby decreasing the need for Federal involvement.

c. 1985 Accomplishments. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

d. Changes from the 1986 Estimates. None.

e. 1986 Program. The State Assistance Program as a separate program within the Flood Plain Management Program is discontinued. It is anticipated that this transfer will result in more effective delivery of technical assistance to State and local officials involved in flood plain management activities.

f. 1987 Program. FEMA has requested no funds for this program.

g. Outyear Implications. No outyear implicatons over the 1987 request.

C. Salaries and Expenses

1. Authority. National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 *et seq*.

2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with the oversight and administration of insurance activities and flood plain management in support of the NFIP. These activities are designed to provide an integrated and comprehensive approach to reducing the loss of lives and damage to property due to floods at the Federal, State, and local level.

3. 1985 Accomplishments. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

4. Changes from the 1986 Estimates. Details for 1986 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

5. 1986 Program. Details for 1986 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

6. 1987 Program. For 1987, FEMA is requesting that the Salaries and Expenses to support both Flood Plain Management and Insurance Activities be funded through the National Flood Insurance Fund. For 1987, this represents $9,300,000 and 203 workyears.

   - Flood Plain Management: The 1986 request includes a decrease of $316,000 from the 1986 base program.

7. Outyear Implications. No outyear implications over the 1987 request.

DISASTER RELIEF
Appropriation Language

For necessary expenses in carrying out the functions of the Disaster Relief Act of 1974, as amended (42 U.S.C. 5121 et seq.), [$120,000,000] $100,000,000, to remain available until expended. [Sec. 416. Notwithstanding any other provision of this Act, amounts otherwise provided by this Act for the following accounts and activities are reduced by the following amounts: "Disaster relief", $20,000,000] (Department of Housing and Urban Development/Independent Agencies Appropriation Act, 1986. Additional authorizing legislation to be proposed.)

DISASTER RELIEF
Appropriation Overview

Under the provisions of the Disaster Relief Act of 1974 (P.L. 93-288), the President is authorized to provide Federal assistance to supplement the efforts and resources of State and local governments in response to major disasters and emergencies. Under Executive Order 12148, the Director of the Federal Emergency Management Agency (FEMA) has been delegated the responsibility for administering the President's Disaster Relief Program. This responsibility has been further delegated to the Associate Director, State and Local Programs and Support. The Act currently specifies two types of Presidential declarations that may be made upon a Governor's request: a major disaster or an emergency.

FEMA's role in disaster response is twofold: (1) administration of assistance programs authorized by P.L. 93-288 and (2) management and coordination of the total Federal response, including the relief efforts of voluntary organizations. When a major disaster or emergency is declared, a Federal Coordinating Officer (FCO) is appointed to represent the President in coordinating relief and recovery activities.

Disaster assistance and services provided by FEMA in designated disaster areas fall into two broad categories: Public Assistance (aid to State and local governments) and Individual Assistance (aid for disaster victims and their families).

In the Public Assistance area, financial assistance is made available for emergency protective measures, debris clearance, and the repair and restoration of damaged public and certain private, nonprofit facilities. Work is normally accomplished by the affected State and local governments with their own resources or under contract. FEMA continues to emphasize Hazard Mitigation, as a way of encouraging State and affected local governments to adopt measures to prevent or reduce the effects of future disasters. Technical assistance is provided for hazard mitigation initiatives.

Individual Assistance includes temporary housing for displaced disaster victims and Individual and Family Grant (IFG) assistance, which provides for grants of up to $5,000, as well as disaster unemployment assistance, crisis counseling, and legal services.

These two program areas are in turn supported by Management and Coordination functions that address common administrative requirements as well as external relations with other Federal agencies, State and local governments, and private organizations.

When a declaration is made, there is a period of immediate, intense activity managed from the Disaster Field Office (DFO) by the Federal Coordinating Officer (FCO) supported by permanent FEMA staff from regional offices and headquarters as well as by temporary Disaster Assistance Employees (DAE's). Following completion of field operations, the office there is closed and all further project administration occurs in the regional offices with headquarters support. Public assistance projects especially can require extensive ongoing management due to their complexity, scope, and obligation levels. This management responsibility can last for several years after closing the DFO. The ongoing management burden continues unabated during periods of field response to subsequent disasters.

Title II of the Act provides for disaster preparedness and planning activities, including Disaster Preparedness Improvement Grants for the States. Under the authorities of this Act, FEMA also develops and updates preparedness plans for potential large-scale, complex disasters such as a catastrophic earthquake or hurricane.

For 1986 an appropriation of $100,000,000 was provided to ensure that the President's Disaster Relief Fund would have adequate resources necessary to support the projected $250,000,000 level of response activity. However, with extremely high recent disaster activity, obligations for the current year are now projected at $663,700,000. In order to meet those demands, a supplemental funding request is being submitted in the amount of $250,000,000.

For 1987 and beyond, in order to comply with government-wide budget reduction initiatives, legislation to amend the Disaster Relief Act, P.L. 93-288 and changes to regulations are being proposed that would reduce the Federal share of funding for disaster assistance. Cost-sharing at approximately 75% Federal and 25% State/local would be applied to all principal components of Individual Assistance, and a sliding scale of cost-sharing would be applied to Public Assistance to achieve an overall 50% Federal and 50% State/local cost-sharing. The combined results would reduce the average annual annual obligations below $250,000,000. Accordingly, there will be a requirement for an additional appropriation of $100,000,000 in 1987 to ensure a basic level of budget authority for the President's Fund.

The Disaster Assistance Program's funding level is a function of the number, frequency, and magnitude of disasters occurring during any given year. Consequently, any significant increase in the intensity of disasters or the occurrence of a catastrophic-disaster could necessitate additional program resources.

DISASTER RELIEF
(Dollars in Thousands)

Estimates by Program Element	Page No.	1985 Actual		1986 Request		1986 Current Estimate		1987 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Disaster Relief.................	DR-7	...	$98,675	...	$192,675	...	$94,432	...	$98,675	...	$4,243
Supplemental Appropriation 1/							250,000				-250,000
B. Improvement Grants 2/...........	CEP-8	...	1,325	...	1,325	...	1,268	...	1,325	...	57
C. Salaries and Expenses 3/.......	DRA-1	160	(6,974)	144	(6,641)	145	(6,260)	144	(6,587)	-1	(327)
Total, Disaster Relief (Budget Authority)...........		160	100,000	144	194,000	145	345,700	144	100,000	-1	-245,700
Unobligated Balance Carry Forward......................			352,260		177,260		268,348		...		-268,348
Recovery of Prior Year Obligations..................			135,260		...		50,000		50,000		...
Total Obligation Authority.....			587,520		371,260		664,048		150,000		-513,700
Direct Obligations			319,172		275,000		664,048		150,000		-513,700
Budget Outlays.................			191,683		194,000		322,162		248,538		-73,624
Permanent Workyears											
Headquarters (Including Mobile Home Storage Centers)...........		78		62		56		55		-1	
Regions............................		82		82		89		89		...	
Total, Permanent...............		160		144		145		144		-1	
Total Workyears.....................		160		144		145		144		-1	
Targeted Workyears..................		...		...		144		...		...	

Changes From Original 1986 Estimates

Reflects a congressional reduction of $94,000,000.

Reflects a reduction of $4,300,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

1/ The current estimate for 1986 reflects substantially increased requirements associated with the high level of disaster activity that has already taken place this year. The original total obligation authority for 1986 will not be sufficient to address those requirements. Accordingly, a supplemental appropriation of $250,000,000 has been requested.

2/ Justified under Comprehensive Emergency Preparedness Planning.

3/ Appropriated and justified under Salaries and Expenses.

DISASTER RELIEF
(Dollars in Thousands)

OBJECT CLASS	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
Personnel Compensation					
11.1 Full-time permanent	...	...	...	...	...
11.3 Other than full-time permanent	$8,271	$8,690	$20,973	$6,525	-$14,448
11.5 Other personnel compensation	...	...	...	...	...
11.8 Special personal services payments	...	...	...	...	...
11.9 Total personnel compensation	8,271	8,690	20,973	6,525	-14,448
Personnel Benefits					
12.1 Civilian personnel	496	547	1,321	420	-901
12.2 Military personnel	...	...	...	...	...
13.0 Benefits for former personnel	6	22	53	15	-38
Non-Personnel Costs					
21.0 Travel and transportation of persons	7,589	6,930	16,725	5,250	-11,475
22.0 Transportation of things	558	644	1,553	480	-1,073
23.1 Standard level user charges	...	...	...	...	...
23.2 Rental payments to others	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	2,663	2,467	5,953	1,875	-4,078
24.0 Printing and reproduction	279	132	319	90	-229
25.0 Other services	2,819	7,405	10,752	5,550	-5,202
26.0 Supplies and materials	805	575	700	375	-325
31.0 Equipment	9,156 1/	288	1,304	420	-964
32.0 Lands and structures	...	...	...	...	...
33.0 Investments and loans	...	...	...	...	...
41.0 Grants, subsidies, and contributions	286,530	247,000	604,315	129,000	-475,315
42.0 Insurance claims and indemnities	...	...	...	...	...
43.0 Interest and dividends	...	...	...	...	...
Total Obligations	319,172	275,000	664,048	150,000	-514,048

1/ Includes one time costs associated with purchase of 600 mobile homes to support housing requirements in FEMA-750-DR, Kentucky.

A. Disaster Relief

1. Management and Coordination

a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Order 12148; and Regulations, 44 CFR Subchapter D.

b. Objective/Element Description. The resources requested for management and coordination are targeted for the development of policy and procedures to ensure the continuing effectiveness of FEMA's coordination of Federal activities regarding incidents which are declared or may potentially be declared a major disaster or emergency. Management activities include the following:

- Administration of the Disaster Relief Act, P.L. 93-288;
- Ensuring Federal preparedness and response readiness;
- Processing requests for declarations and establishing guidelines and providing formats concerning the declaration process;
- Reviewing and revising appropriate publications;
- Providing summary material measuring the recovery progress;
- Briefing congressional delegations following a disaster declaration;
- Reviewing Federal rules which may impact on the Act;
- Promulgating new rules to advance the effective administration of the Act; and
- Preparing guidance on the implementation of Federal equal opportunity laws and regulations as they apply both to recipients of assistance and to temporary staff hired to help provide that assistance.

Under this element, FEMA has responsibility for coordinating all aspects of automated systems that support general management requirements and the delivery of disaster assistance in the field. The development and implementation of an integrated data-base management system with flexible processing capabilities (including distributed, stand-alone processing for field offices) has been identified as the primary program goal for this area of responsibility. This broad development initiative will span several years. There will also be short-term gains, however, as components of the overall system are developed and as the configuration and types of equipment improve. These improvements will help realize overall goals of increased efficiency in program management as well as greater uniformity and consistency in delivery of assistance. The principal milestones of the process are noted under activities for the respective years in the sections that follow.

Coordination activities include the following:

- Development of instructions and guidance to clarify and enhance the Federal Coordinating Officer's (FCO) functions as well as those of the FCO's staff;
- Providing training and development for FCO's and staff;
- Development of operating guidelines to ensure uniformity and consistency in the delivery of assistance in the field; and
- Setting policy for and coordinating the use of Disaster Assistance Employees (DAE's). Hired under the authority of P.L. 93-288, DAE's augment permanent employees by providing intermittent support, as required, to ensure the prompt delivery of the assistance outlined in the respective program element narratives that follow. Salaries and expenses for these temporary employees are funded from the Disaster Relief Fund and appear in the budget as part of the overall figures for program costs.

c. 1985 Accomplishments. In 1985, FEMA used a total of $29,646,000 and 39 workyears for this program element, of which $1,646,000 was under Salaries and Expenses and $28,000,000 in obligations was under the Disaster Relief Fund. Program administration, development, and evaluation activities included the following:

- Processed 41 major disaster requests and two emergency requests. Following meetings of appropriate FEMA staff and careful analysis, recommendations on the requests were then made to the President by the Director.
- Made analyses and recommendations to the White House resulting in 19 Presidentially declared major disasters. There were no emergency declarations during this year.
- Coordinated the delivery of disaster assistance in designated disaster areas, including activities at Disaster Application Centers (DAC's), where victims register and apply for assistance, and at the Disaster Field Office (DFO), which serves in each declared disaster as the base of operations for Federal, State, local, and voluntary agencies.
- Developed technical specifications for a data-base management system to support all program elements, including both delivery of assistance and general program management and administration.
- Provided support and coordination for enhancements to existing independent computer systems for delivery of individual and public assistance, and for improved financial management of the Disaster Relief Fund.
- Improved operating capabilities in DFO's by replacing previously leased print-based terminals with purchase of personal computers and related devices capable of providing full-screen processing functions

required by system enhancements. In this case, purchasing proved more cost-effective than leasing. Obligated $65,000 for this purpose from the Disaster Relief Fund.

- Conducted an internal control review (ICR) on management of the Disaster Relief Fund. The primary objective was to ascertain whether FEMA internal controls complied with criteria established by OMB Circular A-123 and internal control standards of the General Accounting Office (GAO). Collateral objectives of the review included defining and documenting the existing internal control system and recommending alternative or additional procedures to internal controls. The ICR task force concluded that existing internal controls did not fully comply with the criteria established by A-123 and GAO standards. The task force recommended corrective actions that should strengthen internal controls and increase operational efficiency.

- Developed major portions of the Disaster Operations Manual (DOM). The DOM will be a new manual designed to serve as an internal directive providing policy and procedural guidance for both FEMA headquarters and regions in order to provide greater uniformity and consistency in disaster operations. As of September 30, 1985.

  - 32 first drafts were completed out of 38 chapters,
  - 19 first drafts have been reviewed and comments provided,
  - 5 final drafts have been developed, and
  - 8 chapters were prepared for publication.

- Coordinated the development and testing in eight field operations of a programwide Disaster Response Evaluation System (DRES) to include performance standards and a performance monitoring system. This will produce a final plan for a system that will then be implemented as an ongoing dimension of Disaster Assistance Programs.

- Established a Headquarters/Regional Working Group for the purposes of defining training needs, audiences, priorities, curriculum schedules, and actual development of training packages for use either at the National Emergency Training Center (NETC) or in the field to ensure uniformity and consistency in the delivery of assistance.

- Developed and deployed courses in "DAC Operations Training" and "Orientation to Disaster Assistance Programs." Both courses served FEMA permanent Disaster Assistance Programs (DAP) staff, DAE's, local hires, staffs of other Federal agencies, and State, local, and volunteer agency officials involved in disaster response.

- Developed and conducted management training for experienced and potential FCO's.

- Developed and conducted a workshop on DAC management. This training focused on the management and supervisory skills needed by a DAC Manager to maximize staff productivity, thereby providing effective and efficient relief to disaster victims.

- Conducted and evaluated a pilot professional development project to broaden program knowledge and skills of professional staff. Four regional office permanent staff members spent one month each at headquarters participating in national-office activities.

DAE's were called upon for varying periods of time, as necessary, to ensure adequate program delivery and administration. This represents the equivalent of approximately 184 workyears, with $8,271,000 for salaries and $7,589,000 for travel expenses expended.

d. Changes from the 1986 Estimates. Reflects a decrease of $87,000: a congressional reduction of $23,000 in Salaries and Expenses; and a reduction of $64,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $60,061,000 and 34 workyears to this program element, of which $1,477,000 is under Salaries and Expenses and $58,584,000 in obligations is under the Disaster Relief Fund.

FEMA estimates that 75 requests for disaster declarations will require review during this year, with potential for 40 declarations. Funds will also cover activities associated with "open" disasters for which the accounts have not yet been closed. Program administration, development, and evaluation for 1986 will include the following activities:

- Publish final regulations concerning the declaration process (44 CFR Subpart C);

- Develop legislative and regulatory changes to support deficit reduction goals;

- Develop initial ADP applications to support delivery of primary assistance programs in DFO's on a local processing basis. This will be the first step towards achieving fully integrated distributed processing. The applications will use local area networks of personal computers which will provide maximum flexibility to configure systems for the particular requirements of each disaster. The costs under the Disaster Relief Fund for equipment and applications during 1986 will be approximately $1,000,000.

- Develop and implement corrective action indicated by the internal control review concerning management of the Disaster Relief Fund. These actions principally involve the Office of Disaster Assistance Programs and the Office of the Comptroller, and interface between disaster response programs and financial management procedures and accounting processes. Program and financial management and oversight have been impacted by the Single Audit Act, requiring changes in regulations, internal directives, and the FEMA-State Agreement for disaster assistance.

- Develop and conduct nine new pilot program training sessions to reach approximately 300 participants including permanent DAP staff, DAE's, representatives of other Federal agencies, and State government officials involved in disaster response activities.

- Identify the most cost-effective means to ensure reliable DFO communications support, to include the ability to address critical operations during early response and recovery operations. Technical assessments indicate that modular digital switching equipment would provide the most flexible and readily transportable approach. If purchase of equipment under existing FEMA communications equipment contracts proves to be more economical than leasing, then up to $500,000 may be expended from the Disaster Relief Fund on a one-time basis for this purpose.

- Continue activities of the Training Working Group to address further training requirements and revisions to existing courses as warranted by changes in policies or procedures.

- Continue development of the DOM. Publish Volume I (11 chapters) covering operations from the initial incident through Declaration Actions.

- Prepare for publication substantial portions of Volume II of the DOM, addressing DFO operations.

- Deploy the DRES process in approximately ten field operations and through those findings refine standards for measurement of program delivery that should achieve improvements in program delivery.

f. 1987 Program. FEMA requests a total of $22,464,000 and 32 workyears for this program element, a decrease of $37,597,000 and 2 workyears from 1986. Included in this total are $1,464,000 for Salaries and Expenses and $21,000,000 in obligations under the Disaster Relief Fund. This decrease reflects a projected return to average levels of disaster activity after the unusually high demands encountered in 1986.

Major activities will be the processing and administration of disaster requests and declarations and continued planning for response to catastrophic disasters that could place extraordinary burdens upon personnel and program resources. In addition, program administration, development, and evaluation activities will include the following:

- Coordinate implementation of the programwide data-base management system that will provide fully distributed integrated processing capability for DFO's, regional offices, and Headquarters. This will involve contract management and direction, coordination of program staff and task force reviews, acquistion, and acceptance testing of products developed.

- Provide support to American Red Cross personnel in FEMA regional offices for P.L. 93-288 related emergency response coordination under a contract in the amount of $370,000 from the Disaster Relief Fund.

- Evaluate pilot training activities conducted in 1986 and, as appropriate, implement the training in the field.

- Continue the implementation of DRES at approximately ten reviews each year and improve management and delivery of assistance as indicated.

- Complete and publish remaining portions of or revisions to the DOM, including Volume III, which will address operations after closing of the DFO through closeout of the disaster contract.

- Continue improvements to administration of the Disaster Relief Fund to achieve greater efficiency and effectiveness in the delivery of disaster assistance and services while maintaining appropriate fiscal controls. Follow-on actions relating to Disaster Relief Fund Management, the administrative control of funds and related accounting and reporting requirements, will be implemented in 1987. Letter of Credit procedures will be refined and uniformly applied. Program and project monitoring and timely closeout of disaster contracts will be emphasized. The recovery of excess Federal funds (claims collection) will be aggressively pursued.

g. Outyear Implications. The overall program goals of more efficient administration and greater uniformity and consistency will be pursued through the following:

- Changes to management and administration in response to the results of ongoing evaluation systems;

- Continued development to achieve greater efficiency in ADP systems as these systems mature and as new technologies emerge; and

- Identifying optimal levels of personnel resources as well as measures to increase their program knowledge, skills, and effectiveness.

2. Individual Assistance

a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Order 12148; and Regulations, 44 CFR Subchapter D.

b. Objective/Element Description. The Individual Assistance program element provides for the prompt and effective delivery of assistance to individuals and families in Presidentially-declared major disasters and emergencies. This involves the following:

- Temporary Housing Assistance. Full Federal funding is available for temporary accommodations, which may be in the form of existing private rentals, government owned/assisted units, minimal repairs to applicants' damaged dwellings, or mobile homes. A mobile home storage program provides for the acquisition, dispatch, storage, refurbishment, and maintenance of mobile homes used as temporary housing resources for disaster victims when existing housing resources are insufficient. The storage program involves an inventory of 2,652 units in area Strategic Storage Centers situated in Forest Park, Georgia; Richmond, Kentucky; and Palo Pinto, Texas.

- Individual and Family Grants. This grant program is administered by the States and provides financial assistance to individuals and families to assist in meeting disaster-related necessary expenses and serious needs. This program is funded on a 25% State, 75% Federal basis, with reimbursement to the State for 3% of that portion of its administrative costs.

- Disaster Unemployment Assistance. This program is administered by the Department of Labor and provides unemployment benefits and reemployment services to individuals unemployed as a result of a disaster. The program covers workers who are not eligible for benefits under other unemployment assistance programs.

- Crisis Counseling Assistance and Training. This program is administered by the National Institute of Mental Health (NIMH) and provides community-based mental health services required to overcome the psychological and emotional effects of a disaster.

- Legal Services. These services are provided by the Young Lawyers Division of the American Bar Association and enable low-income disaster victims to secure legal representation as needed.

c. 1985 Accomplishments. In 1985, FEMA used a total of $66,886,000 and 68 workyears for this program element, of which $3,051,000 was under Salaries and Expenses and $63,834,000 in obligations was under the Disaster Relief Fund. For the major disasters declared, benefits were provided as follows:

- Temporary Housing Assistance (THA) was provided to appproximately 7,446 applicants at a total cost of $9,298,566.

- The Strategic Storage Centers provided field support to disaster operations where mobile homes were required by staffing the staging areas, providing mobile home maintenance support, delivering mobile homes for use by disaster victims, and managing the mobile home operations in disaster areas.

- Individual and Family Grant (IFG) aid was provided to approximately 13,500 applicants at a total cost of approximately $25,000,000.

- Disaster Unemployment Assistance was made available to approximately 19,418 disaster-displaced workers at a total cost of approximately $15,732,500.

- The Crisis Counseling Assistance and Training program was implemented in three disasters at a total cost of approximately $1,075,000.

In addition to disaster response activities, the following program administration, development, and evaluation activities were accomplished during 1985:

- Implemented methods and procedures developed by Project Delta as well as ongoing analysis and monitoring of the delivery of individual assistance to ensure the reliability of these new procedures.
- Further refined and expanded the computerized management information system for THA, and extension of the system to other Individual Assistance programs.
- Revised regulations to reflect recent policy decisions regarding Temporary Housing, duplication of benefits and the IFG program.
- Supported the development and field testing of performance standards and a performance monitoring system for the Individual Assistance component of the DRES.
- Published a handbook for the Crisis Counseling program.
- Conducted an in-house cost comparison study to determine the most cost-effective means of managing mobile home operations.
- Evaluated a prototype sprinkler system developed for mobile home units and developed appropriate recommendations based on determinations of operational capability and economic feasibility.
- Developed improved methods of coordination with the National Flood Insurance Program and private insurers in order to preclude duplication of benefits.
- Conducted internal control reviews on the THA program and the IFG program.
- Published an instruction on duplication of benefits, status reporting and supplemental assistance for the THA program.
- Coordinated the development and field testing of the new THA direct payment procedure for inclusion in the DOM.
- Developed standard operating procedures for the administration of the IFG, Disaster Unemployment Assistance, Crisis Counseling, and Legal Services programs.

d. Changes from the 1986 Estimates. Reflects a decrease of $175,000: a congressional reduction of $44,000 in Salaries and Expenses; and a reduction of $131,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $136,550,000 and 64 workyears to this program element, of which $2,739,000 is under Salaries and Expenses and $133,811,000 in obligations is under the Disaster Relief Fund. In addition to the primary objective of providing regular program assistance to individuals and families, the following program administration, development, and evaluation activities are projected for 1986:

- Develop regulations and legislative proposals to achieve an approximately 75% Federal/25% State and local cost sharing for Temporary Housing, Disaster Unemployment Assistance and Crisis Counseling Programs.
- Continue improvements to the ADP modules supporting the Individual Assistance programs;
- Provide program support to complete development of, and implement ongoing performance standards and a performance monitoring system for, the Individual Assistance component of the DRES;
- Develop a plan to achieve management improvements, greater efficiency, and long-term cost savings in the administration of the Strategic Storage Centers for the mobile homes used to provide temporary housing assistance;
- Publish 404-B Instruction concerning Temporary Housing;
- Publish a Temporary Housing Financial Management Instruction;
- Establish Temporary Housing performance standards;
- Issue a revised Minimal Repair Instruction;
- Issue a revised Supplemental Assistance Instruction;
- Publish a Crisis Counseling Instruction for use by regional personnel;
- Complete development of cooperative procedures with the American Red Cross for THA;
- Issue the General Policies Instruction on Temporary Housing;
- Issue the Instruction on State-administered THA programs;
- Issue Standard Operating Procedures for THA;

- Complete work on the "Service Center" concept and implement as appropriate in all disaster assistance;
- Complete work on the "combined habitability inspection/IFG Verification" concept;
- Amend Disaster Unemployment Assistance regulations; and
- Conduct a Young Lawyers Division (YLD) conference.

f. 1987 Program. FEMA requests a total of $45,436,000 and 63 workyears for this program element, a decrease of $91,114,000 and 1 workyear from 1986. Included in this total are $2,882,000 for Salaries and Expenses and $42,554,000 in obligations under the Disaster Relief Fund. The decrease reflects both a projected return to average levels of disaster activity after the unusually high demands encountered in 1986 and reductions projected in support of deficit reduction goals which will result in proposed changes to legislation and regulations that would establish cost-sharing at approximately 75% Federal, 25% State and local, for all primary Individual Assistance programs.

In addition to the primary objective of providing regular program assistance to individuals and families, the following program administration, development, and evaluation activities are projected for 1987:

- Implement plan to achieve management improvements in the administration of the Strategic Storage Centers for mobile homes. (Depending on the requirements established in the plan, this may involve a one-time expenditure of approximately $300,000);
- Amend the IFG regulations;
- Update the IFG Handbook to conform to new regulations;
- Examine the private insurance industry to improve coordination in disaster situations;
- Finalize duplication-of-benefits system procedures;
- Finalize the Small Business Administration/IFG verification form; and
- Continue to improve program efficiency and quality of service by means of thorough and routine evaluation of program performance through the DRES.

g. Outyear Implications. Based on program evaluations and improvements to assistance delivery support systems, program policies, and procedures will be revised to achieve greater efficiency in providing essential services to disaster victims.

3. Public Assistance

a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Order 12148; and Regulations, 44 CFR Subchapter D.

b. Objective/Element Description. Public Assistance delivers Federal disaster assistance to State and local governments and eligible private, nonprofit organizations, including emergency assistance and the repair or restoration of facilities damaged or destroyed by a Presidentially-declared major disaster or emergency. Soon after a disaster declaration, State and local officials are briefed on the types of assistance available and the grant application procedures. Damage is surveyed and grants are made for emergency protective measures, such as debris clearance and the repair and restoration of damaged public and certain private, nonprofit facilities. In addition, emergency communications and emergency public transportation may be furnished and Community Disaster Loans may be provided to local governments with a substantial loss of tax base and other revenue. Assistance may be provided to a State under a Fire Suppression Grant, without a Presidential declaration, when it is determined that a forest or grassland fire threatens to become a major disaster.

c. 1985 Accomplishments. In 1985, FEMA used a total of $228,144,000 and 50 workyears for this program element, of which $2,131,000 was under Salaries and Expenses and $226,013,000 in obligations was under the Disaster Relief Fund. Activities included the following:

- Public Assistance was provided in 16 declared major disasters. This included the following:
  - Conducting joint preliminary damage assessments;
  - Evaluating State requests for Public Assistance declarations;
  - Establishing and staffing Public Assistance functions in disaster field offices;
  - Preparing damage survey reports and reviewing them for flood plain management, environmental assessment, hazard mitigation, flood and other hazard insurance requirements, and Coastal Barriers Act requirements;
  - Reviewing and recommending action on applications for Public Assistance grants;
  - Maintaining automated project records;
  - Evaluating State and applicant appeals of disaster assistance-request denials and of program eligibility determinations;
  - Monitoring project completion status, including action on time-extension requests;
  - Evaluating final claims for applicant project costs; and

- Reviewing final inspection reports of project completion.

- Approximately 10,479 Damage Survey Reports (DSR's) were prepared for individual disaster projects in major disasters declared in 1985, and a substantial number for prior-year disasters. Each DSR involves a field visit by Federal and State engineers, preparation of a project cost estimate, and a Federal review for eligibility, flood plain management requirements, insurance requirements, hazard mitigation considerations, environmental assessment, and Coastal Barriers Act requirements.

- Projects included emergency work (e.g., debris clearance and emergency protective measures) and the permanent restoration of disaster-damaged roads and bridges, water-control facilities, buildings and equipment, utilities, and parks and recreation facilities.

- A total of 756 Project Applications (PA's) were processed for State and local government applicants and eligible private, nonprofit organizations. Federal funds totaling $42,984,253 were obligated and advanced, progress payments, or final disbursements made to State or local agencies for eligible and approved work under 1985 disaster contracts. Project administration continued on several major disasters declared prior to 1985, including final inspections, audits, final payments, or appeals.

In addition to Public Assistance project administration, the following program administration, development, and evaluation activities were accomplished:

- Provided program support to develop and field-test performance standards and a performance monitoring system for the Public Assistance component of the DRES.

- Completed a study as the basis for developing a consolidated listing of Public Assistance applicants with long-term insurance commitments under P.L. 93-234 and P.L. 93-288.

- Conducted the annual Public Assistance conference and Fire Suppression Assistance meeting to coordinate and improve program administration.

- Began initial implementation of the upgraded Public Assistance Automated System and provide required program support for development of the Public Assistance modules of the programwide integrated system.

- Engaged in a study of the disaster declaration process.

- Submitted a management improvement initiative to OMB to improve the PA program through maximizing a "front end" review of public assistance projects/grants which will minimize audit requirements in accord with the Single Audit Act of 1984.

- Developed revised FEMA regulations covering program eligibility, project administration, fire suppression assistance, and reimbursement of other Federal agencies.

- Published a Debris Removal Handbook to assist States and local governments.

- Published an interim rule to cover Single Audit Act requirements.

d. Changes from the 1986 Estimates. Reflects a net decrease of $108,000: a congressional reduction of $27,000 in Salaries and Expenses; and a reduction of $81,000 in Salaries and Expenses due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating a total of $472,298,000 and 44 workyears to this program element, of which $1,913,000 is under Salaries and Expenses and $470,385,000 in obligations is under the Disaster Relief Fund. In addition to direct delivery of Public Assistance in the field, the following program administration, development, and evaluation activities will be undertaken:

- Provide program support to complete development of, and implement ongoing performance standards and a performance monitoring system for, the Public Assistance component of the DRES.

- Accomplish review of open major disasters (over 5 years old) to identify and resolve problems delaying the closing of files.

- Complete a review of the Fire Suppression Assistance program and revitalize policies and procedures.

- Publish revisions of 44 CFR Part 205 Subpart E, Cost Eligibility; Subpart H, Project Administration; and Subpart I, Reimbursement of other Federal agencies. Publish revised Subparts F, Community Disaster Loans; G, Fire Suppression Assistance; and N, Coastal Barriers Act. It is expected that these revisions will result in simplification of the program and a reduction in paperwork. In addition, the changes will establish an approximately 50% Federal/50% State and local cost sharing for Public Assistance.

- Study and revise procedures for handling time extensions and applicant appeals of FEMA determinations.

- Complete review of the Community Disaster Loan program, revise policy and procedures, and implement changes.

- Implement changes in the Public Assistance program as outlined in OMB Management Improvement initiatives.

- Publish revisions of the Handbook for Applicants (DRR-1) and the Eligibility Handbook (DRR-2) to assist States and local governments in obtaining Federal disaster assistance.

f. 1987 Program. FEMA requests a total of $85,091,000 and 44 workyears for this program element, a decrease of $387,207,000 below 1985. Included in the total are $2,013,000 for Salaries and Expenses and $83,078,000 in obligations under the Disaster Relief Fund. The decrease reflects both a projected return to average levels of disaster activity after the unusually high demands encountered in 1986 and also reductions projected in support of deficit reduction goals which will result in proposed changes to legislation and regulations that would establish a sliding scale of cost-sharing with a net result of approximately 50% Federal, 50% State/local for Public Assistance projects.

In addition, the following program administration, development, and evaluation activities are scheduled:

- Revise automated sound/slides briefings for Public Assistance programs;
- Review the Public Assistance program to determine if any legislative initiatives are required to further improve program performance;
- Deliver Public Assistance to eligible State and local governments and eligible private, nonprofit organizations pursuant to Presidentially-declared major disasters and emergencies;
- Conduct meetings with other Federal agencies to coordinate Federal assistance programs available to Public Assistance applicants on declared major disasters; and
- Conduct training, as appropriate, to increase skills and enhance program performance.

g. Outyear Implications. Within the context of further development of the comprehensive programwide ADP system, there will be continued analysis and evaluation of and enhancements to the Public Assistance functional modules for increased efficiency and for program uniformity and consistency. Improvements typically might include further reductions to the information collection burden in connection with processing disaster assistance applications, and increased on-line entry of data for damage assessment and applicant information.

4. Hazard Mitigation Assistance

a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Orders 11988 and 11990; Office of Management and Budget Directive (July 10, 1980) for "Common Post Flood Recovery Practices"; the National Environmental Policy Act of 1969; and Regulations 44 CFR Subchapter D and Parts 9 and 10.

b. Objective/Element Description. A significant amount of the damage that requires repairs paid for out of the Disaster Relief Fund and other Federal, State, and local programs is, to a large extent, predictable in terms of both frequency and severity. No program for disaster assistance would be complete without a strategy for identifying those disaster-causing agents that are predictable, assessing the degree to which actions can be taken before and after disasters to reduce hazard vulnerability in a cost-effective manner, and implementing such measures. Hazard mitigation is a management strategy that balances the costs of certain preventive and corrective measures, such as land-use controls, construction standards, and protective works, against the potential costs to society of not taking such measures. Since the responsibility for most mitigation actions falls upon the State and local levels of government, FEMA's mitigation assistance programs are primarily targeted to these levels. As part of a national strategy, FEMA coordinates the mitigation efforts of other Federal agencies.

c. 1985 Accomplishments. In 1985, FEMA used $146,000 and 3 workyears for this program element under Salaries and Expenses. Program administration, development, and evaluation activities included the following:

- Continued to develop FEMA's Integrated Emergency Management System (IEMS) mitigation strategy and integrate this into the delivery of FEMA programs;
- Continued to provide appropriate leadership, guidance, and training for interagency flood mitigation teams, and address recommendations for improving this process;
- Implemented systematic review and monitoring systems for "406 plan" completion, implementation, and compliance;
- Developed and implemented a computerized monitoring and tracking system for required State mitigation plans and interagency flood hazard mitigation team reports, and integrated data generated by this system into the disaster declaration process;
- Identified regulatory options under the authorities of the current Act to provide funding for hazard mitigation measures as a part of the process of disaster response and recovery. Such hazard mitigation measures would involve adding to or modifying damaged facilities in order to reduce their vulnerability to future damages, thereby decreasing future disaster-related costs;
- Initiated a series of pilot hazard-mitigation planning projects in certain high-risk, repetitive damage situations in order to develop effective and practical strategies for reducing vulnerability in the present and following any future disasters that may occur;
- Developed and implemented a program--to be funded under the Comprehensive Cooperative Agreement (CCA)--and using existing resources--which will permit States to institute mitigation programs as part of their comprehensive emergency management functions;
- Initiated development of a specialized hazard-mitigation officer course designed to train State personnel to assume leadership roles in coordinating State activities to achieve effective control of hazard vulnerability;
- Provided program support to develop and field-test performance standards and a performance monitoring system for the Hazard Mitigation component of the DRES;
- Produced a Hazard Mitigation Handbook for use by State and local emergency planning and disaster response personnel;

- Produced guidelines for development of ongoing State hazard-mitigation programs for use in providing technical assistance and in evaluating State hazard-mitigation activities;

- Coordinated the review of 80 environmental assessments for projects of other Federal agencies that could impact FEMA activities;

- Provided technical assistance in the preparation of, and certified 15 FEMA environmental assessments for agency projects or rule changes;

- Developed an instruction for field staff that provides step-by-step guidance in the preparation of acceptable environmental assessments for Section 1362 flooded property purchase projects;

- Participated in a National Science Foundation-funded study to determine the potential of development management techniques for hurricane-hazard mitigation in coastal areas;

- Identified policy options for conditioning disaster assistance upon satisfactory implementation of FEMA-funded Hurricane Preparedness Plans;

- Held an annual national-level postdisaster hazard mitigation Task Force one day conference and prepared a summary report discussing major accomplishments and trends and required future actions;

- Participated in various public forums designed to promote the concepts of avoiding hazard vulnerability, including professional conferences, and participated in supporting the American Bar Association's Information Symposium on flood hazard mitigation; and

- Supported, and participated as a liaison member of, the National Academy of Science's Natural Disaster Committee to evaluate the effectiveness of building and land-use measures designed to reduce hazard vulnerability.

d. Changes from the 1986 Estimates. Reflects a decrease of $11,000: a congressional reduction of $6,000 in Salaries and Expenses; and a reduction of $5,000 due to the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177).

e. 1986 Program. In 1986, FEMA is allocating $131,000 and 3 workyears to this program element under Salaries and Expenses. Program administration, development, and evaluation activities will include the following:

- Conduct National Interagency Hazard Mitigation Task Force meetings and provide leadership, guidance, training, and support for Interagency Flood Mitigation Teams;

- Publish final rule on Subpart M, and develop strategy for and oversee implementation of the revised regulation;

- Continue to review Section 406 plans and Interagency Team reports and provide comments to the regional offices;

- Further develop and maintain the automated tracking system to monitor implementation and compliance of Section 406 hazard mitigation measures and Interagency Team recommendations and integrate the data generated by this system into the disaster declaration process;

- Develop strategy to integrate regulatory options identified under the authorities of the current Act to provide greater and more flexible funding for hazard mitigation measures as a part of the process of disaster response and recovery;

- Analyze the overall success of the 1985 pilot Hazard Mitigation Assistance (HMA) program and revise the program guidelines as necessary;

- Develop a system for quantitative tracking and reporting of hazard mitigation benefits and cost-savings;

- Initiate development of profiles of State disaster activity and mitigation programs/capabilities for use in assessing technical assistance needs and hazard mitigation program evaluation;

- Develop legislative proposals to provide modest funding for hazard mitigation initiatives to help reduce the overall cost of disaster assistance by reducing risk and hazard vulnerability;

- Develop strategy to incorporate policy options for conditioning disaster assistance upon satisfactory implementation of FEMA Hurricane Preparedness Plans and DAP procedures;

- Publish the Hazard Mitigation Guidelines document developed during 1985 for use by States in creating mitigation programs, and provide technical assistance and guidance in the use of this material;

- Publish the Hazard Mitigation Handbook developed during 1985 to assist State Hazard Mitigation Officers in successfully implementing mitigation measures, and provide technical assistance and guidance in the use of this material;

- Publish the IEMS Mitigation Guidance prepared in 1985 and continue to work with other State and Local Programs and Support (SLPS) elements to evaluate and refine the mitigation portions of the State and local HICA guidelines;

- Continue to review, comment and advise other elements of FEMA on agency environmental assessments and continue to coordinate the review of environmental assessments for projects of other Federal agencies that could impact on FEMA activities;

- Continue to provide program support to develop and field-test performance standards and a performance monitoring system for the hazard mitigation component of the DRES; and

- Participate in supporting the American Bar Association's Information Symposium on flood hazard mitigation, and continue to participate in various public forums and professional conferences designed to promote the concept of hazard mitigation.

f. 1987 Program. FEMA requests a total of $2,271,000 and 5 workyears for this program element, an increase of $2,140,000 and 2 workyears over 1986. Included in the total are $228,000 for Salaries and Expenses and $2,043,000 in obligations under the Disaster Relief Fund. The increase addresses new funding for hazard mitigation projects as a portion of Public Assistance costs, dependent upon passage of proposed changes to the Act. Program administration, development and evaluation activities will include the following:

Headquarters Activities:

- Conduct National Interagency Hazard Mitigation Task Force meetings and provide leadership, guidance, training, and support for Interagency Flood Mitigation Teams.

- Develop regulations and procedures to govern use of the hazard mitigation funds from the Disaster Relief Fund (contingent upon passage of proposed legislation).

- Continue to review Section 406 plans and Interagency Team reports and provide comments to the regional offices, in development of comprehensive statewide hazard mitigation plans.

- Maintain the automated tracking system to monitor implementation and compliance of Section 406 hazard mitigation measures and Interagency Team recommendations and integrate the data generated by this system into the disaster declaration process.

- Continue to review, comment and advise other elements of FEMA on agency environmental assessments and continue to coordinate the review of environmental assessments for projects of other Federal agencies that could impact on FEMA activities.

- Continue to participate in various public forums and professional conferences designed to promote the concept of hazard mitigation.

- Provide technical assistance, guidance and support in all areas of hazard mitigation to the FEMA regional hazard mitigation officers.

Regional Activities:

- Provide input for the coordinated release of information and respond to correspondence concerning hazard mitigation to other Federal, State, and local governmental agencies, congressional representatives, professional organizations, and the general public.

- Provide review and input to FEMA regulations, policies, handbooks, and guidance documents, and represent the region at hazard mitigation conferences and work sessions.

- Conduct hazard mitigation training of FEMA regional personnel, other Federal Agencies, and State and local government officials.

- Represent the region as a recognized authority on a variety of task forces, interagency committees, and meetings with State and local governments and private organizations and groups; provide authoritative interpretation of agency programs, policies, and regulations in the hazard mitigation assistance area.

- Analyze information relative to the public and private sectors on developing situations to assess hazard mitigation issues to determine potential for a Presidential declaration of an emergency or major disaster; direct the operations of the mitigation assistance elements of the integrated Federal, State, local, and voluntary agency damage assessment teams and coordinate with the Public and Individual Assistance teams.

- Serve as the Regional Environmental Clearance Officer and Historic Preservation Officer for all programs and activities having environmental and/or historical assessment or clearance requirements; prepare, coordinate, and process draft and final environmental reports, studies, assessments, and impact statements.

- Provide technical advice to the Federal and State Coordinating Officers and their staffs on the Interagency Agreement and Section 406 regulations and policies; brief local officials on the hazard mitigation requirements for disaster assistance to assure compliance with the requirements.

- Evaluate impacts of hazard in the disaster area and recommend mitigation measures by supervising individuals who participate on or participating on survey and planning teams (406 Teams), consisting of Federal, State, and local representatives, and coordinate the activities of these teams to assure all hazard mitigation options are considered and the recommendations are consistent.

- Conduct and lead Interagency Team meetings of Federal, State, and local government representatives; analyze and present mitigation opportunities to the team, and negotiate agreement between the team members to recommend mitigation actions that will reduce or eliminate the effects of flooding.

- Supervise the preparation of the Interagency Team Report and the 90-day Post Flood Recovery Progress Report and required Section 406 Team reports for the purpose of documenting the teams' recommendations progress; develop an implementation schedule for the teams' recommendations; inform Federal and State agencies, local governments, and other interest parties of the teams' recommendations.

- Monitor and coordinate the Federal, State, and local agency actions necessary to implement the recommendations.

- Provide technical advice to Federal, State, and local program management personnel, including FEMA regional office staff, on the requirements of Executive Orders 11988 and 11990 to assure compliance with FEMA requirements. Give oral presentations to interested groups to provide an understanding of the requirements.

- Review Hazard Mitigation Assistance Program applications from States, negotiate final work products with States and monitor performance of the States.

- Maintain and further develop profiles of State disaster activity and mitigation programs/capabilities for use in assesing technical assistance needs and hazard mitigation program evaluation.

- Maintain a system for quantitative tracking and reporting of hazard mitigation benefits and cost savings.

q. Outyear Implications. As a result of continuing and expanding hazard-mitigation efforts, certain costs for repetitive damages from frequent occurrences of predictable disaster events will begin to decline.

SPECIAL EXHIBIT
Cora Brown Fund

a. Authority. Section 601 of the Disaster Relief Act of 1974 (P.L. 93-288), as amended. This section allows FEMA to receive and spend money willed to the Federal Government for disaster assistance. Mrs. Cora Brown left the majority of her estate to the Federal Government for use in natural disasters.

b. Objective/Element Description. Although the authority is in Title VI of the Act, FEMA considers the Cora Brown Fund a type of individual assistance. Highlights of the program are as follows:

- Since FEMA administers the program under the Act, assistance is limited to declared major disasters.
- Assistance will normally be given up to $2,000, although the Assistant Associate Director, Disaster Assistance Programs, may approve more if necessary.
- No application by a disaster victim is necessary. FEMA will identify potential recipients by obtaining information from the American Red Cross, Individual and Family Grant (State) agencies, and any other source in the normal framework of disaster operations.
- Any assistance provided from the fund will be identified as such to the recipient in order to distinguish it from appropriated funds.
- The normal requirements of disaster assistance will also apply to the Cora Brown Fund (e.g., flood insurance requirements, environmental assessment, etc.).
- Assistance will be limited to those who cannot obtain aid from any other source or who have remaining needs after receipt of all available disaster assistance.

c. 1985 Accomplishments. Provided assistance to 3 families for a total of $17,686.

d. Current Status of the Fund. Approximately $1,070,000 is currently available for disbursement.

e. Level of Expenditures. The following level of expenditures are projected: for 1986--$30,000 and for 1987--$30,000.

f. Possible Uses of Funds. Relocation away from hazardous areas, temporary housing-related costs, permanent housing and repair of real and personal property, community or social services to minority and handicapped disaster victims, other "humanitarian" services such as recreational programs for children, home-visiting for the elderly, etc.

SPECIAL EXHIBIT
President's Fund Obligations
Major Disasters
Period of Declarations
10/1/84-9/30/85

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation
726	6	Oct 2, 1984	Texas	Severe Storms and Flooding	Open	$3,168,533
727	6	Oct 30, 1984	Texas	Severe Storms and Flooding	Open	3,210,039
728	6	Oct 31, 1984	Louisiana	Severe Storms and Flooding	Open	1,119,695
729	2	Dec 10, 1984	Virgin Islands	Tropical Storm Klaus	Open	2,246,058
730	9	Jan 15, 1985	Arizona	Heavy rain and high winds	Open	735,175
731	6	Jan 18, 1985	New Mexico	Severe storms and flooding	Open	1,304,119
732	4	Mar 18, 1985	Florida	Serve freeze	Open	10,019,250
733	2	Mar 20, 1985	New York	Flooding	Open	1,327,278
734	2	Mar 22, 1985	New York	Snow melt and ice jams	Open	872,952
735	5	Mar 29, 1985	Illinois	Severe storms and flooding	Open	3,967,216
736	2	May 31, 1985	Puerto Rico	Storms, mud/landslides, flooding	Open	20,112,724
737	3	Jun 3, 1985	Pennsylvania	Severe storms, high winds, and tornadoes	Open	8,341,007
738	5	Jun 3, 1985	Ohio	Severe storms and tornadoes	Open	2,950,478
739	9	Jul 18, 1985	California	Grass, wildlands, and forest fires	Open	26,716,000 *

SPECIAL EXHIBIT
President's Fund Obligations
Major Disasters
Period of Declarations
10/1/84-9/30/85

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation
740	8	Aug 7, 1985	Wyoming	Severe storms, hail and flooding	Open	3,598,000 *
741	4	Sep 4, 1985	Mississippi	Hurricane Elena	Open	19,768,121 *
742	4	Sep 7, 1985	Alabama	Hurricane Elena	Open	6,146,648 *
743	4	Sep 12, 1985	Florida	Hurricane Elena	Open	13,892,640 *
744	5	Sep 18, 1985	Michigan	Severe storms and flooding	Open	6,838,703 *
				TOTALS FOR 19 CONTRACT(S):		136,374,635

SPECIAL EXHIBIT
President's Fund Obligations
Major Disasters
Period of Declarations
10/1/85-12/31/85

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation
745	3	Oct 8, 1985	Pennsylvania	Hurricane Gloria	Open	$9,233,028
746	2	Oct 10, 1985	Puerto Rico	Severe storms, flooding, and mudslides	Open	99,455,000
747	1	Oct 11, 1985	Connecticut	Hurricane Gloria	Open	21,358,800
748	1	Oct 15, 1985	Rhode Island	Hurricane Gloria	Open	5,846,400
749	2	Oct 15, 1985	New Jersey	Hurricane Gloria	Open	4,612,975
750	2	Oct 18, 1985	New York	Hurricane Gloria	Open	38,750,000
751	1	Oct 28, 1985	Massachusetts	Hurricane Gloria	Open	13,862,000
752	6	Nov 1, 1985	Louisiana	Hurricane Juan	Open	23,962,317
753	3	Nov 7, 1985	West Virginia	Severe storms and flooding	Open	114,318,976
754	3	Nov 8, 1985	Pennsylvania	Severe storms and flooding	Open	7,893,871
755	3	Nov 9, 1985	Virginia	Severe storms and flooding	Open	47,137,500
756	4	Dec 3, 1985	Florida	Hurricane Kate	Open	7,238,189
				TOTALS FOR 12 CONTRACT(S):		393,669,056

SPECIAL EXHIBIT
President's Fund Obligations
CONTRACTS CLOSED DURING FY 1985

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation
338	2		New York	Tropical Storm Agnes	Sep 26. 1985	$98,098,051
451	2		Vermont	Severe storms, landslides & flooding	Oct 24, 1984	1,532,572
502	9		Trust Territories	Typhoon Marie	Oct 24, 1984	875,623
506	9		Trust Territories	Typhoon Pamela	Oct 24, 1984	3,405,180
512	2		New York	Flash Flooding	Sep 26, 1985	1,115,278
519	2		New Jersey	Severe storms, high winds & flooding	Sep 26, 1985	3,476,094
529	4		Kentucky	Severe storms and flooding	Mar 8, 1985	69,780,346
530	3		Virginia	Severe storms and flooding	Jun 5, 1985	29,321,463
533	4		Tennessee	Severe storms and flooding	Apr 8, 1985	2,304,276
548	1		Rhode Island	Snow and ice	Jan 22, 1985	89,216
568	4		Kentucky	Severe storms and flooding	Mar 8, 1985	9,398,537
581	8		North Dakota	Severe storms, snowmelt and flooding	Oct 24,1984	19,421,978
585	4		Tennessee	Severe storms, tornadoes and flooding	Sep 26, 1985	4,766,473
591	8		Wyoming	Severe storms and tornadoes	Jan 22, 1985	467.614

SPECIAL EXHIBIT
President's Fund Obligations
CONTRACTS CLOSED DURING FY 1985

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation
592	4		Kentucky	Severe storms. flash floods	Mar 8, 1985	$3,070,890
596	5		Indiana	Severe storms and flooding	Oct 24, 1985	2,432,567
608	1		Connecticut	Tornado and severe storms	Jul 5, 1985	952.166
613	9		Hawaii	Severe storms, high surf and flooding	May 18, 1985	2,387,408
616	6		Indiana	Severe storms and flooding	Nov 30,1984	2,577,093
622	6		Louisiana	Severe storms and flooding	Nov 30,1984	2,494,454
624	10		Washington	Volcanic eruption, Mt. St. Helens	Nov 30,1984	1,695,621
627	6		Texas	Hurricane Allen	Nov 30,1984	31,816,748
644	7		Kansas	Severe storms, flooding and tornadoes	Oct 24, 1984	650,848
645	9		Nevada	Severe storms and flooding	Nov 30,1984	187,559
663	7		Kansas	Severe storms and flooding	May 20, 1985	782,734
685	6		Oklahoma	Severe storms and flooding	May 17, 1985	453,257
688	6		Arkansas	Severe storms and flooding	Aug 9, 1985	877,923

SPECIAL EXHIBIT
President's Fund Obligations
CONTRACTS CLOSED DURING FY 1985

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation
3042	2		Virgin Islands	Drought	Aug 19, 1985	$175,919
3061	8		North Dakota	Blizzard and snowstorms	Oct 15, 1984	0
3065	8		North Dakota	Severe storms and tornadoes	Oct 24, 1984	50,678
3073	1		New Hampshire	Flooding	Sep 26, 1985	124,234
3082	1		Maine	Red Tide-Toxic Algae	Oct 24, 1984	385,610
3086	10		Washington	Threat of Flooding at Spirit Lake	Jan 7, 1985	556,641

[EMERGENCY FOOD AND SHELTER PROGRAM]

[There is hereby appropriated $70,000,000 to the Federal Emergency Management Agency, to remain available until September 30, 1986, to carry out an emergency food and shelter program. Notwithstanding any other provision of this or any other Act, such amount shall be made available under the terms and conditions of the following paragraphs:

The Director of the Federal Emergency Management Agency shall, as soon as practicable after enactment of this Act, constitute a national board for the purpose of determining how the program funds are to be distributed to individual localities. The national board shall consist of seven members. The United Way of America, the Salvation Army, the National Council of Churches of Christ in the U.S.A., the National Conference of Catholic Charities, the Council of Jewish Federations, Inc., the American Red Cross, and the Federal Emergency Management Agency shall each designate a representative to sit on the national board. The representative of the Federal Emergency Management Agency shall chair the national board.

Each locality designated by the national board to receive funds shall constitute a local board for the purpose of determining how its funds will be distributed. The local board shall consist, to the extent practicable, of representatives of the same organizations as the national board except that the mayor or appropriate head of government will replace the Federal Emergency Management Agency member.

The Director of the Federal Emergency Management Agency shall award a grant for $70,000,000 to the national board within thiry days after enactment of this Act for the purpose of providing emergency food and shelter to needy individuals through private voluntary organizations and through units of local government.

Eligible private voluntary organizations should be nonprofit, have a voluntary board, have an accounting system, and practice nondiscrimination.

Participation in the program should be based upon a private voluntary organization's or unit of local government's ability to deliver emergency food and shelter to needy individuals and such other factors as are determined by the local boards.

Total administrative costs shall not exceed 2 per centum of the total appropriation.

As authorized by the Charter of the Commodity Credit Corporation, the Corporation shall process and distribute surplus food owned or to be purchased by the Corporation under the food distribution and emergency shelter program in cooperation with the Federal Emergency Management Agency.] (Department of Housing and Urban Development/Independent Agencies Appropriations Act, 1986.)

INDEX

Federal Emergency Management Agency

Acquisition Management: Page
- Evaluation of Procurement Systems 77
- Procurement Practices 74–75
- Staffing in Acquisition Management 77

Civil Defense:
- Comparative Emergency Management Assistance Allocations 88
- Comprehensive Cooperative Agreement Funding 93
- Consultation with Interest Groups 85
- Definition of Civil Defense 86–87
- Dosimeters 94
- Emergency Management Assistance Funding 90–91
- Emergency Management Assistance (EMA Grants) 88
- Emergency Operating/Operations Plans 94–95
- Estimated Numbers of State and Local EOPs to be Developed, Evaluated, and Accepted (by Fiscal Year) 95
- Facility Survey Engineering and Development 96
- FEMA National Radio System 103
- Formula for EMA Grants 89
- Funding Through Comprehensive Cooperative Agreements 92
- Impact of Policy on 1987 Request 84–85
- Matching Funds for Civil Defense 83–84
- Monitoring the Use of Civil Defense Funds 85–86
- Multi-Hazard Facilities Survey 96–97
- National Warning System 103
- National Warning System Obligation Differences in FY 1985 103
- Protection of Industrial Capabilities 97
- Radiological Defense Object Class 94
- Revisions to Civil Defense Policy 84
- State and Local Direction, Control and Warning 97–98
- States with FY 1985 EMA Allocations Less than FY 1984 89
- Workyear Level for State and Local Emergency Management 88
- Workyears Supporting Civil Defense 87–88

Closing 138–139

Comprehensive Authorizing Legislation 70–71

Comprehensive Emergency Preparedness Programs:
- Hazardous Materials 104–105
- Workyears for Earthquake Program 104

Crime Insurance 37–38
- Authorization for Crime Insurance Program 7–8
- Payments to the States for Crime Insurance 5–6
- States Participating in Crime Insurance Program 6
- States Desiring To Opt Out If Hiatus In Crime Program 7

Page
Director's Statement to Committee 42–54
Disaster Response and Recovery:
  Anticipated Costs, FY 1987 and Beyond 28
  ADP Equipment Funded from the Disaster Relief Fund 26–27
  Calculation of FY 1987 Request for Disaster Relief 144
  Car Rental in Connecticut Major Disaster 146
  Cost Sharing for Disaster 33–34
  Costs with Federal Coordinating Officers 30
  DAE Assignments, FY 1985 29
  Disaster Field Office Computer Equipment and Application 27–28
  Disaster Relief & Flood Rate Increase 149
  Disaster Relief Supplemental 24–25
  Disaster Relief Temporary Housing Policies 141
  Disaster Response and Relief Statutory Authorities 33
  Distinction Between Disaster Assistance and Full-Time Employees 30
  Federal Coordinating Officers 26
  Future ADP Expenses from the Disaster Fund 28
  Hazard Mitigation 34–35
  Justification for Use of Reservists 140
  New Regulations for Disaster Funds 33
  Policy for Disaster Assistance Employees 31–32
  Public Assistance—Cost Sharing ... 35–36, 142–143
  Recovery of Prior Year Obligations 24
  Red Cross Contract 28–29
  Regulatory and Legislative Changes for Disaster Relief 19–24
  Saint Augustine, Alaska 36
  Statutory Authority for Transfer 32
  Training & Field Office Sites: Cost Comparisons 147
  Transfer of Obligations from Disaster Relief to Salary and Expenses 32
  Use of Disaster Assistance Employees 29–30
  Workyears for Disaster Relief 25
Distribution Formula for EMA Funds 99–100
Emergency Food and Shelter Program 135
  Allocation Formula for Food and Shelter 2, 3
  Audits of Food and Shelter Program 4
  Emergency Food and Shelter Census 5
  Emergency Food and Shelter Participating Local Governments 3
  Emergency Food and Shelter in FY 1986 2
  Emergency Food and Shelter Statistics 4
  Emergency Sheltering for Rehab Work 3
  HUD Study on Homeless 3–4
  One Day Census of Homeless 5
  Participation of Local Governments in Food and Shelter Program 2–3
  Positions to Administer Food and Shelter Program 5
Federal Preparedness Programs:
  Funding to State and Local Governments 138
  Workyears in Resource Preparedness 108
Flood Plain Management 80–81
  Obligations for Purchase of Property Program 19
  Paying Flood Plain Costs from the Flood Insurance Fund 17
  Status of Flood Studies 17–18
  Verification Program 10
  Workyears for Flood Plain Management 16
General Counsel: Regional General Counsels 75–76

Page
Impact of Gramm-Rudman-Hollings Sequestration 61–63
  1986 Revised Estimate Versus 1987 Request 63–67
Inspector General:
  Inspector General Investigations 76
  Investigative Workload 76
  Statutory Inspector General 76
Integrated Emergency Management Information System 134
International Affairs, Office of 76–77
Introduction 1, 39–40
Management and Administration:
  ADP Reduction at Olney Facility 78
  Administrative Telephones 78
  Appropriation Transfer in FY 1986 68
  Budgeted Workyears by Location 57–59
  Controls on Salaries and Expense Funds 60
  Cost Savings Due to Computer Lease Terminations 145
  Estimates for Other Services 74
  FY 1987 Staffing 73
  Gramm-Rudman Personnel Impact 150
  GS–12 and Above Employees 60
  GS–12's and Above Budgeted in FY 1987 60
  Hiring and Travel Restrictions 55
  Obligations for Postage and ADP 68
  Obligations for Other Services 74
  Other Administrative Services 77–78
  Reduction in Force 55
  Regional Reduction-in-Force 55–56
  Second Operating Plan for Salaries and Expenses 61
  Square Feet of Space Rented in FY 1985 73
  Standard Level User Charges 73
  Summary of Space in Square Feet 73–74
  Workyears and Personnel Office 72
  Workyears in Management and Administration 72
Minnesota Program 100–101
  Emergency Management Assistance Funding for Minnesota 101–102
  Emergency Management Funds for Minnesota 98–99
National Flood Insurance Program:
  Additional Conversions with Additional Funds in Those Communities With High Development 18
  Administrative Costs 81–82
  Claims Not Paid 11–12
  Cost for Flood Plain Management 8
  Contracts for Performing Inspection of Properties 10
  Coverage Changes for Flood Insurance 9
  Effect of Premium Increase on Number of Policies 13
  Final NFIP Variance Report 15
  Increase in Flood Insurance Premiums 8–9
  Increase in Overhead and General and Administrative Expenses 16
  Influences of New Housing Starts on Number of Policies 12
  Making the Flood Insurance Program Self Supporting 8, 79
  Number of Flood Insurance Policies 12
  One-Time Activities That Increased Contract Costs 11
  Policies in Force Estimates 12
  Rate Increase in Flood Insurance 78

EMERGENCY FOOD DISTRIBUTION AND SHELTER PROGRAM

Appropriation Overview

Funding provided by this appropriation is awarded to a National Board to carry out programs for sheltering and feeding the needy. The Board, which is chaired by a representative of FEMA, is comprised of representatives from the United Way of America, Salvation Army, American Red Cross, National Conference of Catholic Charities, National Council of Churches of Christ, and the Council of Jewish Federations, Incorporated. In 1986, $70,000,000 was appropriated to FEMA for this program.

EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

Estimates by Program Element	Page No.	1985 Actual WY	1985 Actual Amt.	1986 Request WY	1986 Request Amt.	1986 Current Estimate WY	1986 Current Estimate Amt.	1987 Request WY	1987 Request Amt.	Increase/ Decrease WY	Increase/ Decrease Amt.
A. Emergency Food & Shelter	EFS-4	...	$19,370	...	...	...	$70,000	...	...	...	-$70,000
B. Salaries & Expenses 1/		2	(60)	...	...	4	(211)	...	...	-4	(-211)
Total, Emergency Food & Shelter (Budget Authority)		2	19,370	...	...	4	70,000	...	...	-4	-70,000
Budget Outlays			69,370		...		90,000	...	...		-90,000
Permanent Workyears											
Headquarters		2		...		4		...		-4	
Regions		...		...		...		...		...	
Total, Permanent		2		...		4		...		-4	
Total Workyears		...		...		4		...		-4	
Targeted Workyears		...		...		6		...		...	

Changes From Original 1986 Estimates

Reflects a congressional increase of $70,000,000.

1/ Appropriated and justified under Salaries and Expenses.

EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

	1985 Actual	1986 Request	1986 Current Estimate	1987 Request	Increase/ Decrease
OBJECT CLASS					
Personnel Compensation					
11.1 Full-time permanent......................	...	...	...	...	...
11.3 Other than full-time permanent...........	...	...	...	...	...
11.5 Other personnel compensation.............	...	...	...	...	...
11.8 Special personal services payments.......	...	...	...	...	...
11.9 Total personnel compensation.............	...	...	...	...	...
Personnel Benefits					
12.1 Civilian personnel.......................	...	...	...	...	...
12.2 Military personnel.......................	...	...	...	...	...
13.0 Benefits for former personnel............	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.................	...	...	...	...	...
23.1 Standard level user charges..............	...	...	...	...	...
23.2 Rental payments to others................	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges..................	...	...	...	...	...
24.0 Printing and reproduction................	...	...	...	...	...
25.0 Other services...........................	...	...	...	...	...
26.0 Supplies and materials...................	...	...	...	...	...
31.0 Equipment................................	...	...	...	...	...
32.0 Lands and structures.....................	...	...	...	...	...
33.0 Investments and loans....................	...	...	...	...	...
41.0 Grants, subsidies, and contributions.....	$19,370	...	$70,000	...	-70,000
42.0 Insurance claims and indemnities.........	...	...	...	...	...
43.0 Interest and dividends...................	...	...	...	...	...
Total Obligations.............................	19,370	...	70,000	...	-70,000

A. Emergency Food and Shelter

1. Authority. The Jobs Stimulus Bill (P.L. 98-8); Continuing Resolution of 1984 (P.L. 98-151); Supplemental Appropriations Act, 1984 (P.L. 98-181); Second Supplemental Appropriations Act, 1984 (P.L. 98-396), Department of Housing and Urban Development Independent Agencies Appropriations Act, 1986 (P.L. 99-160).

2. Objective/Element Description. The objective of this program is to supplement programs of food and shelter through voluntary organizations at the local level. The intent of Congress is to alleviate the strain of local volunteer agencies which, because of the severity and magnitude of the economic conditions of families, are unable to keep up with the needs for food and shelter for the needy.

   For the National Board Program, high-need localities are selected nationwide based on three considerations: most current annual unemployment rates; total number of unemployed within a civil jurisdiction; and needs data obtained from a variety of sources.

   For funding under Public Laws 98-151 and 98-181, the following criteria were used:

   - Jurisdictions, including balance of counties, with more than 18,000 unemployed and 8.1% unemployment rate.
   - Jurisdictions, including balance of counties, with 1,000 to 17,999 unemployed and a greater than 13% unemployment rate.
   - A minimum of $100,000 per State has been awarded for high-need areas within each State, since a similar State program similar to the one under P.L. 98-8 is not available this year.

3. 1985 Accomplishments. In 1985, FEMA was appropriated $20,000,000 for this program and obligated $19,370,000 in accordance with P.L. 98-396 to the National Board of Voluntary Organizations. The National Board funded 1,341 civil jurisdictions representing approximately 10,000 organizations receiving funds. This $20,000,000 is estimated to have provided an additional 51,000,000 meals and 14,000,000 additional nights of shelter. The $20,000,000 was appropriated under the Supplemental Appropriations Act, 1985 (P.L. 99-88), and was obligated in accordance with the provisions of the Act.

4. Changes from the 1986 Estimates. Reflects a Congressional increase of $70,000,000, in program funds and 6 workyears and $220,000 in Salaries and Expenses.

5. 1986 Program. No program funds were requested for 1986. However, a total of $70,000,000 was appropriated for 1986. A Congressional direction to support six workyears at $220,000 was provided from available program funds. The program funds were obligated to the National Board in December, 1985.

6. 1987 Program. FEMA requests no funds and no workyears for this program element.

7. Outyear Implications. No outyear implications over the 1987 request.

Page

National Flood Insurance Program—Continued

Retention Rate for Flood Insurance Policies 79–80
Servicing Contracting Costs 10–11
Timely Payment of Flood Insurance Claims 11
Underwriting Costs for Flood Insurance 14
Write-Your-Own Policies/Program 13, 79, 80
Cost of Write-Your-Own Policies 15
Effect of Write-Your-Own on Policyholder Base 81
1987 Flood Insurance Proposal and Optional Deductibles 9

NETC West:

FY 1985 Funds for NETC West 69–70
NETC West Obligations 70
Obligations for NETC West in FY 1985 69
Salaries and Expenses for NETC West 69
Spending for NETC West in FY 1986 68–69
Programs Requiring Appropriation Authorization in FY 1987 70

Radiological Emergency Preparedness:

Additional Resources for Radiological Preparedness 106
Emergency Planning Around Commercial Nuclear Facilities 136–137
Evacuation Planning Around Nuclear Plants 71–72
Legislation for Fee Collection 105–107
Seabrook Exercise 107
Shoreham Exercise 106–107
Workyears for Radiological Preparedness 105
Request 40–41
Salaries and Expenses Appropriation 72

Training and Fire Directorate:

Authority for Lodging Fees 102
CD Students in Residential Courses 102
Civil Defense Courses 102–103
Community Volunteer Fire Prevention Program and Community Anti-Arson Program 113
Evaluation of Training Courses 110–111
Impact of Elimination of Travel Stipends on NETC Attendance 110
Lodging Fees 102
National Fire Academy 112
Non-Competitive Contracts in Training and Fire Directorate 75
On-campus Student Activity 110
Public-Private Participation in Anti-Arson Program 113–114
Resident Training Statistics for NETC 109
Servomation Corportion 111
Site Administration for the Emergency Management Institute 112
Students Trained at Emmitsburg 109–110
Training and Education Stipends 148
Transfer of EMI Training Funds 112
Travel Stipend vs. Lodging Fee 108–109
Travel Stipends 102
Travel Stipends and Lodging Fees 98
U.S. Fire Administration 112
USFA's Public/Private Sector Participation 114–133
Workyears for U.S. Fire Academy and U.S. Fire Administration 111
Workyears in the Fire Programs 111

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60-144 (672)